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WELFARE PROGRAMS FOR FAMILIES WITH CHILDREN

Prepared by the Staff for the Use of the

COMMITTEE ON FINANCE
UNITED STATES SENATE

Lloyd Bentsen, *Chairman*

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PART I

AID TO FAMILIES WITH DEPENDENT CHILDREN

A. Description of Program

The Aid to Families with Dependent Children (AFDC) program was enacted in 1935. It was proposed as part of President Roosevelt's system of "social security," and became law when the President signed the Social Security Act in August 1935. The original legislation was designed to provide Federal matching funds to the States to allow them to make cash payments on behalf of needy dependent children. The purpose clause of the program has since been amended, and, currently, provides both for the provision of cash assistance, and for services to help maintain and strengthen family life, and to help parents or relatives of needy children "to attain or retain capability for the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection."

BASIS FOR ELIGIBILITY

In order for a child (and parent) to be eligible for assistance, the child must be found by the State welfare agency to have been deprived of parental support because of the death, continued absence from the home, or physical or mental incapacity of a parent. The child must be living with a parent or other specified relative, and be under age 18, or, at the option of the State, under age 19 and expected to complete a full-time course in secondary school or equivalent level of vocational or technical training before his 19th birthday.

At the option of the State, a child (and parents) may also be eligible for assistance if the parent who is the principal earner in a two-parent family is unemployed. By regulation, the term "unemployment" is defined as working fewer than 100 hours a month. Twenty-six States, Guam and the District of Columbia are currently providing assistance to families with an unemployed parent (AFDC–UP). (Table A–9 gives State-by-State data for the AFDC–UP program for fiscal year 1987.)

CHILD SUPPORT AND PATERNITY ESTABLISHMENT REQUIREMENTS

As a condition of eligibility for assistance, each applicant and recipient must assign the State any rights to support the individual may have in his own behalf or in behalf of any other family member who is applying for assistance, as well as any rights to support that have accrued at the time the assignment is executed. In addition, each applicant and recipient must cooperate with the State agency in establishing the paternity of a child born out of wedlock and in obtaining support payments, unless the individual is found to have good cause for refusing to cooperate. A description of how the child support enforcement program works is included in Part II of this document.

EMPLOYMENT AND TRAINING REQUIREMENTS

The Federal statute requires that each applicant and recipient of assistance, with specified exceptions, must register for and participate in Work Incentive (WIN) program activities to which they are assigned. These activities may include job search, institutional training, on-the-job training, and other employment-related activities. Those who by law are excluded from the WIN participation requirement are: (1) a child under age 16 or a full-time student; (2) persons who are ill, incapacitated, or of advanced age; (3) a person living in an area remote from a WIN site; (4) a person needed in the home to care for another member of the household who is ill or incapacitated; (5) the parent or relative of a child under age 6 who is providing care for the child except for brief and infrequent absences; (6) a person working at least 30 hours a week; (7) a pregnant woman whose child is expected to be born in the next three months; and (8) a parent if the other parent is required to register.

The law prescribes penalties for persons who refuse to participate in WIN without good cause. In the case of a single-parent family, the penalty is loss of benefits payable on behalf of the family member who refuses to comply. In this case, protective payments must generally be made on behalf of the other family members. If the principal earner in a two-parent family eligible on the basis of the parent's unemployment refuses to comply, the penalty is loss of benefits to the entire family. By regulation, the period for loss of benefits is three months for the first refusal to comply, and six months for the second and any subsequent refusals.

States may also require individuals to participate in State-administered Community Work Experience (CWEP) programs, WIN demonstration programs, and in State-administered job search programs. All of these programs are required to be administered under the authority of the State welfare agency. The requirements for participation, and penalties for non-participation, are generally the same as those for the WIN program. See Part III for additional information on AFDC employment and training programs.

INCOME AND RESOURCE REQUIREMENTS

In order to be eligible for AFDC, a family must have countable income that is below the State's "standard of need," which varies by family size. In practice, not all families with countable income below the applicable standard of need actually receive any benefits. States may have payment standards that are below the need standard. Benefits are usually computed by subtracting countable income from the payment standard. There are no Federal rules that tell States how to determine their need and payment standards, or how to adjust them. Tables A-1 through A-5 provide data relating to State benefit levels for various size families.

Federal law provides that no family may be eligible for AFDC if the family's gross income exceeds 185 percent of the applicable standard of need, excluding, at the option of the State, earned income of a child who is a full-time student, for a period of up to six months.

Federal law also establishes resource (i.e., asset) limitations. No family can be eligible for assistance if the combined value of its resources (reduced by any debts with respect to such resources) exceeds $1,000, or such lower amount as a State may determine. Excluded from this resource limitation are: a home, an automobile (within a value limitation established by Federal regulation), and burial plots and funeral agreements that meet Federal regulations. Regulations also allow States to exclude basic maintenance items that are needed for daily living, such as clothes, furniture, and other similarly essential items of limited value.

How to Count Income

Unearned income is generally counted as available to the family, and AFDC benefits are reduced dollar-for-dollar for any unearned income, such as social security benefits, that a family may have. However, the Federal statute provides specifically for the disregard of $50 in child support payments that a family receives in any month, and for certain amounts of a stepparent's income.

In addition, the statute sets out rules that must be followed in determining how much of a family's earned income may be counted. These rules differ for applicants and recipients.

For purposes of determining eligibility for applicants, States must disregard (1) the first $75 of monthly earnings of each individual in the family unit; and (2) the actual cost of day care, up to $160 a month, for each child in the family unit (or an amount less than $160 if an individual is not working full time).

For purposes of determining benefit amounts for recipients, States must disregard, in addition to the above-mentioned amounts, $30 plus one-third of additional monthly earnings. However, the one-third disregard may be applied for only four consecutive months of earnings, and the $30 disregard for an additional eight months (a total of 12).

Benefit Levels

Each State establishes a "standard of need" for a family of a given size to cover the family's basic needs. As noted earlier, States also establish a payment standard, which may be lower than the standard of need. It is this amount that generally represents the maximum benefit that is payable to a given family. In California (the State with the highest maximum, other than Alaska and Suffolk County, New York), the maximum amount payable to a family of three (parent and two children) is $633 a month. This is more than five times the maximum benefit level for a family of the same size in the State of Alabama, where the maximum is $118 a month. (See table A-1 for State-by-State benefit levels for a family of three as of January 1988.)

This variation is lessened by the availability of food stamps. Combined AFDC and food stamp benefits are valued at $750 a month in California, or more than twice the combined value of AFDC and food stamps in the State of Alabama, where the value of combined benefits is $346 a month. (See table A-1.)

Table A-2 shows maximum AFDC benefits by family size for each State. Tables A-4 and A-5 show maximum benefits (AFDC plus food stamps and AFDC only) for a family of three for 1977, 1982, and 1988.

FEDERAL-STATE MATCHING REQUIREMENTS

Federal matching for AFDC benefits varies from State to State and reflects, within limits, State per capita income. The statute provides for a minimum Federal matching share of 50 percent, and a maximum Federal share of 83 percent. Currently, the Federal Government on average pays about 54 percent of the cost of AFDC in all States. The highest Federal share is paid in Mississippi, where the Federal share for fiscal year 1988 is 79.7 percent. The formula that is used by the States for AFDC is the same that is used for Medicaid. (States may use an alternative formula that was established specifically for AFDC, but, because the Medicaid formula is more beneficial except for States with very low benefit levels, all States now have chosen to use the Medicaid formula.)

Some States have experienced considerable change in the percentage of Federal matching to which they are entitled as the result of a change in their relative per capita income. For example, New Hampshire's matching rate dropped from about 61 percent in fiscal years 1980-81, to 50 percent in 1988. Similarly, Virginia's matching rate declined from about 57 percent to 51 percent in that same time span. Other States have experienced increases in their matching. For example, Idaho's matching share increased from about 66 percent in fiscal years 1980-81 to more than 70 percent in fiscal year 1988. Michigan's matching share grew from 50 percent to more than 56 percent over that same time span.

The Medicaid formula is as follows:

State share=State per capita income squared/national per capita income squared × 45 percent

Federal share=100 percent − State share (with a minimum of 50 percent and a maximum of 83 percent)

In addition to paying the above-described share of benefit costs, the Federal government also pays 50 percent of each State's costs of administration, and 90 percent of the costs of planning, developing and installing statewide mechanized claims processing and information retrieval systems. All matching is on an open-ended entitlement basis.

The Federal government pays 75 percent of the cost of benefits in Puerto Rico, Guam and the Virgin Islands. However, there is a dollar limitation on the amounts that may be paid to each of these jurisdictions.

(See table A-11 for Federal matching rates.)

ADMINISTRATION

At the Federal level, the AFDC program is administered by the Department of Health and Human Services. At the State level, it is administered by the State welfare agency, or, at State discretion, by local governments under State welfare agency supervision.

B. Relationship to Other Programs

RELATIONSHIP TO THE FOOD STAMP PROGRAM

As a result of P.L. 99-198, households in which all members receive AFDC are automatically (categorically) eligible for food stamps, as long as they meet food stamp employment-related requirements and certain other food stamp rules. About 80 percent of AFDC recipients actually receive food stamps. The amount of the AFDC payment that a family receives is considered as countable income for purposes of determining the amount of the food stamp benefit that a family is entitled to receive, with the result that one dollar of AFDC reduces the food stamp benefit by $.30. Because the food stamp benefit is reduced by $.30 for each additional dollar of AFDC income, a State must spend $1.43 to effectively increase the family's total income by $1.

The food stamp law was amended in 1985 (P.L. 99-198) to allow States to operate projects under which households including one or more members who are recipients of AFDC, SSI, or Medicaid benefits will be eligible for food stamps regardless of the food stamp program income and asset requirements, as long as the household income does not exceed 130 percent of the Federal poverty level. Benefits to these households are to be based on the size of the household and (1) the AFDC benefit, (2) the Medicaid income eligibility standard, or (3) at State option, the AFDC or Medicaid standards of need. The Secretary of Agriculture must adjust the benefits received by these households to ensure that the average benefit by household size is not less than the average that would have been provided under regular food stamp benefit determination rules. There can be no more than five Statewide projects and not more than five projects in political subdivisions of States. The processing of applications for, and determinations of eligibility to receive, benefits under the food stamp and AFDC programs are to be simplified and unified to the extent practicable for households participating in the projects.

The food stamp program is generally administered at the local level by the same personnel who administer the AFDC program.

RELATIONSHIP TO MEDICAID

All AFDC recipients are automatically (categorically) eligible for Medicaid. AFDC recipients may retain categorical Medicaid eligibility for a period of time after losing AFDC eligibility in certain specific circumstances. A provision in the Child Support Enforcement Amendments of 1984 required States to continue to provide Medicaid benefits for four months to families that lose AFDC eligibility as the result (wholly or partly) of increased collection of support payments under the Child Support Enforcement program. (The family must have received AFDC in at least three of the six months immediately preceding the month of ineligibility.)

The law also requires the continuation of Medicaid benefits for families that lose AFDC benefits because of earnings. A "work transition" provision in P.L. 98-369 (Deficit Reduction Act of 1984) requires States to continue Medicaid benefits for nine months for families that lose AFDC eligibility due solely to the 4 and 12 month time limitations on the $30 plus one-third and the $30 disregards that are applied to earned income. At their option, States may provide Medicaid for an additional 6 months to families that would be eligible for AFDC if these disregards were applied.

Finally, States must also provide for a continuation of Medicaid benefits for a period of four months in the case of a family that loses benefits as a result of increased hours of, or increased income from, employment. This provision would apply to a family that loses AFDC because of earnings that are at a level that would make the family ineligible even if the one-third disregard were used in determining its eligibility for an AFDC benefit. It would also apply to a family receiving AFDC on the basis of the unemployment of the principal earner if the family becomes ineligible because the principal earner works more than 100 hours in a month. (See Part IV for additional information on the Medicaid program.)

RELATIONSHIP TO THE SSI PROGRAM

The AFDC statute provides that, if an individual is receiving benefits under the Supplemental Security Income (SSI) program, that individual may not be considered a member of an AFDC family for purposes of determining the amount of the benefits of the family, and the individual's income and resources may not be counted as income and resources of the AFDC family.

C. Trends in AFDC Enrollment

The number of individuals on the AFDC rolls grew rapidly during the 1960's, from 3 million in 1960 to 8.5 million in 1970. The growth continued in the early 1970's reaching a peak of 11.3 million in 1975. The program enrollment dipped in the second half of the 1970's, but began growing again in 1980. It dipped again in 1982 as the result of program reductions enacted in 1981. The rolls have shown low to moderate growth in the years since then. The average monthly number of recipients in 1987 was 11.1 million, still below the peak number of 11.3 million in 1975. (See tables A-6 and A-7.)

D. Characteristics of Recipients

The characteristics of AFDC recipients have changed over time. In general, AFDC families have become smaller, many of the mothers are younger, and more recipient children are eligible because of the lack of a marital relationship between the parents.

Specifically, in 1986, 57 percent of AFDC mothers were under age 30, compared with 41 percent in 1969. In 1986, about 74 percent of AFDC families had either one or two children. In 1969, about 50 percent had either one or two children. In 1986, 43 percent of AFDC cases included only one child, compared to 27 percent of AFDC cases with one child in 1969. In 1986, 49 percent of AFDC children were eligible because of no marital tie, compared to 28 percent in 1969. (See table A-13.)

According to the most recent data available (1986), 40 percent of AFDC caretaker relatives were white, 41 percent were black, and 14 percent were Hispanic. The basis of eligibility for AFDC children breaks down as follows: incapacity—3 percent; unemployment—7 percent; death—2 percent; divorce or separation—36 percent; and no marital tie—49 percent. The median number of months a family was on AFDC was 27.

Of the approximately 3.2 million female adults on the AFDC rolls in 1986, about 58 percent were exempt from participation in work programs. About 47 percent were exempt because they were caring for a child under age six (or, in some cases, another member of the household in need of care). About 3 percent were exempt because of poor health or incapacity. (See table A-23.)

Characteristics of AFDC families vary significantly among the States. These variations reflect both a difference in the characteristics of the general population, and in the relative generosity of State benefit levels. Examples of AFDC characteristic differences among States include:

Shelter arrangement of AFDC families.—About 36 percent of AFDC families in the State of Massachusetts either live in public housing or receive HUD or other form of rent subsidy. Only 12 percent of families in Wyoming have these kinds of housing subsidies. The average for the Nation is 20 percent. About 22 percent of AFDC families in Wyoming own or are buying a home, compared to zero or 1 percent of families in Nevada, Connecticut, and the District of Columbia. The National average is about 5 percent. (See table A-15.)

AFDC families by race of parent.—Ninety-seven percent of AFDC families in the State of Vermont have parents who are white, compared to 12 percent in Mississippi. The National average is 40 percent. In New Mexico, 55 percent of families have parents who are Hispanic, while many States have very low or negligible numbers of Hispanics. The National average is 14 percent. About 46 percent of South Dakota's AFDC families have parents who are native Americans, compared to 1 percent for the Nation. Ninety-nine percent of AFDC families in the District of Columbia have parents who are black, compared to a National average of 41 percent. (See table A-17.)

AFDC children by reason for deprivation.—In the District of Columbia, the percentage of children who are eligible for AFDC because the parent is not married is 67, compared to 21 percent in West Virginia. The National average is 49 percent. (See table A-20.)

The above statistics are illustrative of the differences that exist in State AFDC populations. Tables A-14 to A-24 show selected characteristics for each State. These tables include data obtained from the integrated (AFDC, food stamps and Medicaid) quality control review schedules on cases selected for review during the months of Federal fiscal year 1986. (Because of some instances of small sample size and of coding errors, State-specific data, particularly for States with a very small population, should be used with caution.)

E. Title IV-E Foster Care and Adoption Assistance

The AFDC foster care program, which had long been a part of the general program of Aid to Families with Dependent Children under title IV-A of the Social Security Act, was amended by the Adoption Assistance and Child Welfare Act of 1980. This legislation continued AFDC foster care as a required Federal matching grant program, but transferred the program to a new part E of title IV. It provided linkages between the foster care and child welfare services (title IV-B) programs to encourage less reliance on foster care placements and greater use of preventive and family reunification services. The legislation made other changes intended to help prevent inappropriate placements or long-term stays in foster care. It also authorized Federal matching for adoption assistance payments made on behalf of "hard to place" children. (Tables A-25 through A-29 give data relating to foster care and adoption assistance expenditures and caseloads.)

F. Emergency Assistance

States are also eligible to receive Federal matching funds for emergency assistance to needy families with children. Twenty-five States and the District of Columbia, Puerto Rico, and the Virgin Islands elected to operate emergency assistance programs in fiscal year 1987. The statute provides limits on the length of time during which this type of assistance may be furnished, specifying that aid may not be furnished for a period in excess of 30 days in any 12-month period. Regulations state that Federal matching is available for emergency assistance authorized by the State during one period of 30 consecutive days in any 12 consecutive months, including payments which are to meet needs which arose before the 30-day period or are for such needs as rent which extend beyond the 30-day period.

Eligible families include those with a needy child under the age of 21 only where (1) the child is without available resources, (2) the payments, care, or services involved are necessary to avoid destitution of the child, and (3) the destitution or need for living arrangements did not arise because the child or relative with whom he is living refused to accept employment or training. Assistance may be in the form of money payments, payments in kind, or such other payments as the State may specify, as well as medical care or other types of remedial care, and other services specified by the Secretary of HHS. The statute specifically authorizes emergency assistance to migrant workers with families. The Federal matching rate is 50 percent. In 1987 the average monthly caseload for all States participating in the program was 40,390. Federal payments totalled $102 million. Most of the expenditures were in the States of California, Massachusetts and New York. (See table A-30 for State-by-State data.)

TABLE A-1.—GROSS INCOME LIMIT, NEED STANDARD, AND MAXIMUM MONTHLY POTENTIAL AFDC AND FOOD STAMP BENEFITS FOR ONE-PARENT FAMILY [1] OF THREE PERSONS, JANUARY 1988

State	Gross income limit (185 percent of need standard)	100 percent "need"	Maximum AFDC grant [2]	Food stamp benefit [3]	Combined benefit	Combined benefit as a percent of 1987 poverty threshold [4]
Alabama	$710	$384	$118	$228	$346	46
Alaska	1,441	779	779	201	980	104
Arizona	1,149	621	293	219	512	68
Arkansas	1,286	695	202	228	430	57
California	1,171	633	633	117	750	99
Colorado	779	421	356	201	557	74
Connecticut	1,112	601	601	127	728	96
Delaware	590	319	319	212	531	70
District of Columbia	1,317	712	379	194	573	76
Florida	1,434	775	275	225	500	66
Georgia	677	366	263	228	491	65
Hawaii	953	515	515	308	823	95
Idaho	1,025	554	304	216	520	69
Illinois	1,319	713	[5] 342	210	552	73
Indiana	592	320	288	221	509	67
Iowa	919	497	381	193	574	76
Kansas	757	409	[5] 409	195	604	80
Kentucky	383	207	207	228	435	58
Louisiana	1,169	632	190	228	418	55
Maine	1,060	573	416	183	599	79
Maryland	919	497	[5] 359	217	576	76
Massachusetts	944	510	510	154	664	88
Michigan (Washtenaw County)	1,232	666	[5] 558	162	720	95
Michigan (Wayne County)	1,166	630	[5] 528	171	699	93
Minnesota	984	532	532	148	680	90
Mississippi	681	368	120	228	348	46
Missouri	577	312	282	223	505	67
Montana	803	434	359	200	559	74
Nebraska	648	350	350	202	552	73
Nevada	1,018	550	325	210	535	71
New Hampshire	899	486	486	162	648	86
New Jersey	784	424	[5] 424	188	612	81

TABLE A–1.—GROSS INCOME LIMIT, NEED STANDARD, AND MAXIMUM MONTHLY POTENTIAL AFDC AND FOOD STAMP BENEFITS FOR ONE-PARENT FAMILY [1] OF THREE PERSONS, JANUARY 1988—Continued

State	Gross income limit (185 percent of need standard)	100 percent "need"	Maximum AFDC grant [2]	Food stamp benefit [3]	Combined benefit	Combined benefit as a percent of 1987 poverty threshold [4]
New Mexico	488	264	264	228	492	65
New York (Suffolk County)	1,230	665	[5] 665	124	789	105
New York (New York City)	997	539	[5] 539	162	701	93
North Carolina	984	532	266	228	494	65
North Dakota	686	371	371	196	567	75
Ohio	1,267	685	[5] 309	219	528	70
Oklahoma	871	471	310	214	524	69
Oregon	762	412	[5] 412	219	631	84
Pennsylvania	1,136	614	402	187	589	78
Rhode Island	931	503	[5] 503	195	698	92
South Carolina	718	388	200	228	428	57
South Dakota	677	366	366	198	564	75
Tennessee	653	353	159	228	387	51
Texas	1,062	574	184	228	412	55
Utah	1,282	693	376	195	571	76
Vermont	1,645	889	603	126	729	97
Virginia	727	393	354	201	555	74
Washington	1,545	835	[5] 492	174	666	88
West Virginia	919	497	249	228	477	63
Wisconsin	1,197	647	517	152	669	89
Wyoming	666	360	360	199	559	74
Guam	490	265	265	336	601	80
Puerto Rico	333	180	90	NA	NA	NA
Virgin Islands	387	209	171	293	464	61
Median AFDC State[6]	803	434	359	200	559	74

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[1] In most States these benefit amounts apply also to 2-parent families of 3 (where the second parent is incapacitated, or, as permitted in almost half the States, unemployed). Some, however, increase benefits for such families.

[2] In States with area differentials, figure shown is for area with benefit applicable to the largest number of recipients.

[3] Food stamp benefits are based on maximum AFDC benefits shown and assume deductions of $266 monthly ($102 standard household deduction plus $164 maximum allowable deduction for excess shelter cost), in the 48 contiguous States and D.C. In the following jurisdictions these maximum allowable food stamp deductions are

assumed: Alaska, $460; Hawaii, $378; Guam, $404; and Virgin Islands, $211. If only the standard deduction were assumed, food stamp benefits would drop by $48 monthly in most of the 48 contiguous States and D.C. Maximum food stamp benefits from October 1987 through September 1988 are $228 for a family of three except in these 4 jurisdictions, where they are as follows: Alaska, $297; Hawaii, $350; Guam, $336; and Virgin Islands, $293.

[4] Except for Alaska and Hawaii, this column is based on the Census Bureau's 1987 poverty threshold for a family of three persons, $9,056, converted to a monthly rate of $755. For Alaska, this threshold was increased by 25 percent; for Hawaii, by 15 percent, following the practice of the Office of Management and Budget.

[5] In these States part of the AFDC cash payment has been designated as energy aid and is disregarded by the State in calculating food stamp benefits. Illinois disregards $18. Kansas disregards $36. Maryland disregards $59. Michigan disregards $74. New Jersey disregards $25. New York disregards $53, the full amount of a benefit boost enacted in 1981 ($30) and in 1985 ($23). Ohio disregards $14. Oregon disregards $118. Rhode Island disregards $127.85. Washington disregards $46.

[6] Among 50 States and D.C.

Note.—Puerto Rico does not have a food stamp program; instead a cash nutritional assistance payment is given to recipients.

Source: Table prepared by CRS from information provided by a telephone survey of the States.

TABLE A–2.—AFDC MAXIMUM BENEFITS, BY FAMILY SIZE, JANUARY 1, 1988 [1]

State	Family size				
	Two	Three	Four	Five	Six
Alabama	$88	$118	$147	$177	$206
Alaska* [2]	692	779	866	953	1,040
Arizona [3]	233	293	353	412	472
Arkansas	162	202	238	271	302
California*	511	633	753	859	965
Colorado [2] [4]	280	356	432	512	590
Connecticut* [5]	419	514	604	691	782
Delaware*	236	319	374	464	529
District of Columbia	298	379	463	533	627
Florida [3]	211	275	324	375	423
Georgia	220	263	310	354	385
Hawaii* [6]	429	515	601	689	780
Idaho	245	304	344	385	418
Illinois [2] [7]	250	342	386	452	507
Indiana [2]	229	288	346	405	463
Iowa	322	381	443	490	545
Kansas* [8]	338	409	470	525	580
Kentucky*	179	207	259	303	342
Louisiana [9]	138	190	234	277	316
Maine [2]	310	416	522	629	736
Maryland	280	359	432	501	551
Massachusetts*	422	510	595	682	771
Michigan (Washtenaw County) [10]	474	558	659	750	878
Michigan (Wayne County) [10]	444	528	629	720	848
Minnesota* [2]	437	532	621	697	773

TABLE A-2.—AFDC MAXIMUM BENEFITS, BY FAMILY SIZE, JANUARY 1, 1988 [1]—Continued

State	Family size				
	Two	Three	Four	Five	Six
Mississippi	96	120	144	168	192
Missouri	226	282	330	374	416
Montana [2,3]	286	359	433	507	580
Nebraska*	280	350	420	490	560
Nevada	266	325	384	443	502
New Hampshire*	424	486	541	594	665
New Jersey*	322	424	488	552	616
New Mexico*	210	264	317	371	424
New York (Suffolk County)* [11]	547	665	775	888	968
New York (New York City)* [11]	439	539	638	739	814
North Carolina	231	266	291	317	342
North Dakota* [2]	301	371	454	516	569
Ohio	253	309	382	446	497
Oklahoma [2]	240	310	384	450	514
Oregon* [2]	352	412	501	588	670
Pennsylvania [12]	301	384	474	562	638
Rhode Island* [13]	407	503	574	646	727
South Carolina	158	200	240	281	322
South Dakota*	323	366	408	450	492
Tennessee	122	159	194	227	262
Texas [2]	158	184	221	246	284
Utah	301	376	439	500	550
Vermont [14]	505	603	676	763	815
Virginia [15]	231	291	347	410	458
Washington	397	492	578	666	756
West Virginia [3,16]	201	249	312	360	413
Wisconsin [17]	440	517	617	708	766
Wyoming* [3]	320	360	390	450	510
Guam	205	265	310	341	371
Puerto Rico [18]	66	90	114	138	162
Virgin Islands	126	171	215	259	304
Median State [19]	286	359	420	490	545

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*These States pay 100 percent of the need standard.

[1] Maximum benefit paid for a family of given size with zero countable income. Family members include 1 adult caretaker.

[2] Alaska, Colorado, Illinois, Indiana, Maine, Minnesota, Montana, North Dakota, Oklahoma, Oregon, and Texas also have a children-only schedule.

[3] Arizona, Florida, Montana, West Virginia, and Wyoming have two payment schedules, one that includes shelter expenses and one that does not.

[4] Colorado no longer has separate payment schedules for winter months and non-winter months.

[5] Connecticut has three rent regions. Data shown are from rent region B, which has the highest number of recipients.

[6] The Hawaii figures include shelter maximums of $236.50, $264, $291.50, $319, and $352 for an AFDC family with 2 recipients through 6 recipients, respectively.

[7] Illinois divides itself into 3 distinct areas with regard to payment schedules. Data shown are from the Cook County area, which includes Chicago.

[8] Kansas has a basic standard and a shelter standard. The shelter standard varies from area to area (i.e., from $76 monthly to $135 monthly). The shelter payment in Topeka, Kansas City, Wichita, and some of the other large cities is $109 monthly.

[9] Louisiana has two payment schedules—one for urban areas, from which our data were taken, and one for rural areas.

[10] Michigan has varied shelter maximums. Shown are benefits for Washtenaw County (Ann Arbor) and Wayne County (Detroit).

[11] New York has payment schedules for each social service district. Shown are the Suffolk County and New York City amounts. The figures include energy payments.

[12] Pennsylvania has four regions. The figures in the table are from region 2, which has the highest number of recipients.

[13] Rhode Island has a winter and non-winter payment schedule. The figures in the table are from the winter schedule which lasts from November through April. The non-winter schedule lasts from May through October.

[14] Vermont has a base amount plus a shelter maximum that depends on whether the recipient is living inside or outside of Chittenden County. The largest amount paid to a recipient with no other income equals 67.9 percent of the base amount plus 67.9 percent of the shelter allowance. The shelter maximum for families living in Chittenden County is $300 per month; for those living outside Chittenden County the shelter maximum is $235 monthly.

[15] Virginia has three payment schedules. The figures shown are from area 2, which has the highest number of recipients.

[16] West Virginia has three payment schedules. The figures show the higher benefit levels.

[17] Wisconsin has two regions—one for urban areas, from which our data were taken, and one for rural areas.

[18] Puerto Rico pays 50 percent of need plus 50 percent of rent as paid. The figures assume rent at $20 a month. Officials estimate that $20 is the average amount allowed for rent.

[19] Among 50 States and D.C.

Source: Table prepared by the Congressional Research Service (CRS) on the basis of a telephone survey of the States.

TABLE A-3.—AFDC NEED STANDARD FOR A FOUR-PERSON FAMILY, BY STATE, FOR SELECTED YEARS

State	July 1970	July 1975	July 1980	January 1988 [1]	Percent change 1970–88	Percent change 1970–88 in constant dollars
Alabama	$230	$225	$240	$480	108.7	−29.8
Alaska	400	400	514	866	116.5	−27.1
Arizona	256	282	282	748	192.2	−1.6
Arkansas	176	290	273	820	365.9	56.8
California	432	389	591	753	74.3	−41.3
Colorado	235	264	351	510	117.0	−27.0
Connecticut	330	403	553	701	112.4	−28.5
Delaware	287	287	312	374	30.3	−56.1
District of Columbia	280	349	481	870	210.7	4.6
Florida	223	230	230	933	318.4	40.8
Georgia	208	227	227	432	107.7	−30.1

TABLE A-3.—AFDC NEED STANDARD FOR A FOUR-PERSON FAMILY, BY STATE, FOR SELECTED YEARS—Continued

State	July 1970	July 1975	July 1980	January 1988 [1]	Percent change 1970–88	Percent change 1970–88 in constant dollars
Hawaii	263	497	546	601	128.5	−23.1
Idaho	272	395	421	627	130.5	−22.4
Illinois	282	317	350	805	185.5	−3.9
Indiana	322	363	363	385	19.6	−59.8
Iowa	300	376	419	578	92.7	−35.1
Kansas	267	353	390	470	76.0	−40.7
Kentucky	264	235	235	259	−1.9	−67.0
Louisiana	213	203	494	777	264.8	22.8
Maine	349	349	522	720	106.3	−30.6
Maryland	302	[1] 314	326	598	98.0	−33.3
Massachusetts	314	368	444	595	89.5	−36.2
Michigan (Wayne County)	263	399	501	752	185.9	−3.8
Minnesota	299	385	486	621	107.7	−30.1
Mississippi	232	277	252	443	90.9	−35.7
Missouri	325	370	365	365	12.3	−62.2
Montana	250	227	331	523	109.2	−29.6
Nebraska	330	328	370	420	27.3	−57.2
Nevada	317	329	341	650	105.0	−31.0
New Hampshire	294	346	392	541	84.0	−38.1
New Jersey	347	356	414	488	40.6	−52.7
New Mexico	203	239	267	317	56.2	−47.4
New York (New York City)	336	400	476	638	89.9	−36.1
North Carolina	184	200	210	582	216.3	6.5
North Dakota	284	347	408	454	59.9	−46.2
Ohio	258	431	431	847	228.3	10.5
Oklahoma	218	264	349	583	167.4	−10.0
Oregon	281	452	[2] 441	501	78.3	−40.0
Pennsylvania	313	349	395	749	139.3	−19.5
Rhode Island	263	319	389	574	118.3	−26.5
South Carolina	198	217	229	467	135.9	−20.6
South Dakota	300	329	361	408	36.0	−54.2
Tennessee	217	217	217	431	98.6	−33.1
Texas	239	187	187	691	189.1	−2.7
Utah	271	397	572	809	198.5	.5

TABLE A-3.—AFDC NEED STANDARD FOR A FOUR-PERSON FAMILY, BY STATE, FOR SELECTED YEARS—Continued

State	July 1970	July 1975	July 1980	January 1988 [1]	Percent change 1970–88	Percent change 1970–88 in constant dollars
Vermont	327	458	753	997	204.9	2.6
Virginia	279	346	400	457	63.8	−44.9
Washington	303	370	536	982	224.1	9.1
West Virginia	265	332	332	623	135.1	−20.9
Wisconsin	255	456	622	772	202.7	1.9
Wyoming	277	270	340	390	40.8	−52.6
Guam	NA	NA	306	310	NA	NA
Puerto Rico	132	132	126	228	72.7	−41.9
Virgin Islands	NA	166	263	263	NA	NA
Median State [3]	277	346	389	546	97.1	−33.7

[1] CRS survey data.

[2] Oregon based benefits on the age of the child. The figure shown assumes all children are under 6.

[3] Among 50 States and D.C.

NA = Not available.

Note.—Table complied by the Congressional Research Service (CRS) on the basis of data from the Department of Health and Human Sevices and, where noted, from CRS itself.

TABLE A-4.—COMBINED AFDC AND FOOD STAMP BENEFITS FOR THREE-PERSON FAMILY,[1] BY STATE, SELECTED YEARS

State	July 1977	October 1982	January 1988	Percent change, 1977–88, in constant dollars
Alabama	$248	$317	$346	−26.5
Alaska	458	820	980	12.7
Arizona	279	422	512	−3.3
Arkansas	277	339	430	−18.2
California	414	613	750	−4.6
Colorado	332	483	557	−11.6
Connecticut	434	567	728	−11.7
Delaware	339	445	531	−17.5
District of Columbia	345	469	573	−12.5
Florida	277	405	500	−4.9
Georgia	247	393	491	4.7
Hawaii	532	691	823	−18.5
Idaho	376	472	520	−27.2
Illinois	349	470	552	−16.7

TABLE A-4.—COMBINED AFDC AND FOOD STAMP BENEFITS FOR THREE-PERSON FAMILY,[1] BY STATE, SELECTED YEARS—Continued

State	July 1977	October 1982	January 1988	Percent change, 1977–88, in constant dollars
Indiana	323	437	509	−17.0
Iowa	388	511	574	−22.1
Kansas	395	495	604	−19.5
Kentucky	295	387	435	−22.3
Louisiana	257	389	418	−14.3
Maine	329	486	599	−4.1
Maryland	311	465	576	−2.5
Massachusetts	398	524	664	−12.1
Michigan (Wayne County)	408	519	699	−9.8
Minnesota	411	571	680	−12.9
Mississippi	182	295	348	0.7
Missouri	307	441	505	−13.4
Montana	320	491	559	−8.0
Nebraska	340	504	552	−14.5
Nevada	320	448	535	−11.9
New Hampshire	384	487	648	−11.1
New Jersey	380	511	612	−15.2
New Mexico	291	422	492	−11.0
New York (New York City)	418	564	701	−11.7
North Carolina	293	400	494	−11.2
North Dakota	378	508	567	−21.0
Ohio	316	443	528	−12.0
Oklahoma	331	456	524	−16.6
Oregon	417	496	631	−20.3
Pennsylvania	387	493	589	−19.8
Rhode Island	384	515	698	−4.3
South Carolina	230	339	428	−2.3
South Dakota	369	483	564	−19.5
Tennessee	245	326	387	−16.8
Texas	246	317	412	−11.8
Utah	367	526	571	−18.1
Vermont	414	613	729	−7.3
Virginia	356	439	555	−17.9
Washington	413	574	666	−15.1
West Virginia	310	403	477	−19.0
Wisconsin	423	611	669	−16.7
Wyoming	339	511	559	−13.2

TABLE A-4.—COMBINED AFDC AND FOOD STAMP BENEFITS FOR THREE-PERSON FAMILY,[1] BY STATE, SELECTED YEARS—Continued

State	July 1977	October 1982	January 1988	Percent change, 1977–88, in constant dollars
Guam	393	542	601	−19.5
Puerto Rico	NA	NA	NA	NA
Virgin Islands	289	446	464	−15.4

[1] See notes at end of table A-5.

Source: Congressional Research Service.

TABLE A-5.—AFDC MAXIMUM BENEFIT FOR A THREE-PERSON FAMILY, BY STATE, SELECTED YEARS

State	July 1977	October 1982	January 1988	Percent change 1977–88, in constant dollars
Alabama	$118	$118	$118	−47.3
Alaska	350	614	779	17.2
Arizona	164	233	293	−5.9
Arkansas	162	140	202	−34.3
California	356	506	633	−6.4
Colorado	238	320	356	−21.2
Connecticut	382	440	601	−17.1
Delaware	245	266	319	−31.4
District of Columbia	257	300	379	−22.3
Florida	162	209	275	−10.6
Georgia	120	194	263	15.4
Hawaii	457	468	515	−40.6
Idaho	300	305	304	−46.6
Illinois	261	302	342	−31.0
Indiana	225	255	288	−32.6
Iowa	318	360	381	−36.9
Kansas	331	338	409	−34.9
Kentucky	185	188	207	−41.1
Louisiana	133	190	190	−24.8
Maine	235	325	416	−6.8
Maryland	210	295	359	−10.0
Massachusetts	328	379	510	−18.1
Michigan (Wayne County)	350	372	528	−20.5
Minnesota	347	446	532	−19.3
Mississippi	48	96	120	31.7

TABLE A-5.—AFDC MAXIMUM BENEFIT FOR A THREE-PERSON FAMILY, BY STATE, SELECTED YEARS—Continued

State	July 1977	October 1982	January 1988	Percent change 1977–88, in constant dollars
Missouri	203	261	282	−26.8
Montana	222	332	359	−14.8
Nebraska	252	350	350	−26.8
Nevada	219	271	325	−21.8
New Hampshire	308	326	486	−16.9
New Jersey	310	360	424	−28.0
New Mexico	181	233	264	−23.2
New York (New York City)	360	424	539	−21.1
North Carolina	183	202	266	−23.4
North Dakota	302	357	371	−35.3
Ohio	215	263	309	−24.3
Oklahoma	237	282	310	−31.1
Oregon	359	339	412	−39.6
Pennsylvania	317	335	402	−33.2
Rhode Island	314	367	503	−15.6
South Carolina	96	140	200	9.7
South Dakota	293	321	366	−39.2
Tennessee	115	127	159	−27.2
Texas	116	118	184	−16.5
Utah	291	382	376	−31.9
Vermont	356	506	603	−10.8
Virginia	268	258	354	−30.4
Washington	355	451	492	−27.0
West Virginia	206	206	249	−36.3
Wisconsin	371	503	517	−26.6
Wyoming	245	360	360	−22.6
Guam	255	255	265	−45.3
Puerto Rico	44	90	90	7.7
Virgin Islands	131	209	171	−31.3

Note on AFDC maximum benefit amounts. In States with area differentials, figure shown is for area with highest proportion of the AFDC caseload.

Note on 1988 Food Stamp benefit amounts. Food stamp benefits are based on maximum AFDC benefits shown and assume deductions of $266 monthly ($102 standard household deduction plus $164 maximum allowable deduction for excess shelter cost) in the 48 contiguous States and D.C. In the remaining five jurisdictions these maximum allowable Food Stamp deductions are assumed: Alaska, $460; Hawaii, $378; Guam, $404; and the Virgin Islands, $211. If only the standard deduction were assumed, Food Stamp benefits would drop by $48 monthly in most of the contiguous States and D.C. Maximum Food Stamp benefits from October 1987 through September 1988 are $228 for a family of three except in these four jurisdictions, where they are as follows: Alaska, $297; Hawaii, $350; Guam, $336; and the Virgin islands, $293.

Note on 1982 Food Stamp benefit amounts. Food Stamp benefits are based on maximum AFDC benefits shown and assume deductions of $200 monthly ($85 standard household deduction plus $115 maximum allowable deduction for excess shelter cost) in 48 contiguous States and D.C. In the remaining five jurisdictions these maximum allowable food stamp deductions are assumed: Alaska $345; Hawaii, $285; Guam, $310; and the Virgin Islands, $160. If only the standard deduction were assumed, Food Stamp benefits would drop by $35 monthly in most of the contiguous States and D.C. Maximum Food Stamp benefits from October 1982 through September 1983 were $199 for a family of three except in these four jurisdictions, where they were as follows: Alaska, $287; Hawaii, $278; Guam, $287; and the Virgin Islands, $252.

Note on 1977 Food Stamp benefit amounts. "Maximum" Food Stamp benefit amounts were calculated from the Food Stamp "basis-of-issuance" tables for 1977, when the Food Stamp program incorporated a "purchase requirement"; the purchase requirement system required that "benefits" equal the difference between the maximum Food Stamp benefit and the purchase requirement indicated for the household's countable income. The countable income used was the AFDC benefit shown less an amount estimated to be the maximum Food Stamp shelter deduction ($80 for 1977)—thus approximating a maximum Food Stamp benefit for a household with that cash AFDC income.

Note on Puerto Rico. Puerto Rico was deleted because it no longer has a Food Stamp program, instead a cash nutritional assistance payment is given to recipients (effective as of July 1982).

Note on constant dollars. The constant dollars were computed using the CPI–U for July 1977, 182.6, and the CPI–U for January 1988, 346.7.

Source: Congressional Research Service.

TABLE A–6.—AVERAGE MONTHLY AFDC CASES AND RECIPIENTS, CALENDAR YEARS 1960–1987

[In thousands]

Year	Average monthly caseload	Average monthly recipients
1960	787	3,005
1961	869	3,354
1962	931	3,676
1963	947	3,876
1964	992	4,118
1965	1,039	4,329
1966	1,088	4,513
1967	1,217	5,014
1968	1,410	5,705
1969	1,698	6,706
1970	2,208	8,466
1971	2,762	10,241
1972	3,049	10,947
1973	3,148	10,949
1974	3,230	10,864
1975	3,498	11,346
1976	3,579	11,304
1977	3,588	11,050
1978	3,522	10,570
1979	3,509	10,312
1980	3,712	10,774
1981	3,835	11,079
1982	3,542	10,358
1983	3,686	10,761
1984	3,714	10,831

TABLE A-6.—AVERAGE MONTHLY AFDC CASES AND RECIPIENTS, CALENDAR YEARS 1960–1987—Continued

[In thousands]

Year	Average monthly caseload	Average monthly recipients
1985	3,701	10,855
1986	3,763	11,038
1987 [1]	3,789	11,076

[1] 1987 figures based on preliminary data for January through September.

Source: Department of Health and Human Services.

TABLE A-7.—HISTORICAL TRENDS IN AFDC ENROLLMENTS AND AVERAGE PAYMENTS

Fiscal year	In thousands						Average monthly benefit per—	
	Basic families	Basic recipients	UP families	UP recipients	Total families [1]	Total recipients [1]	Family	Person
1970	1,831	7,009	78	420	1,909	7,429	$178	$46
1971	2,389	8,830	143	726	2,532	9,556	180	48
1972	2,784	9,993	134	639	2,918	10,632	187	51
1973	3,004	10,481	120	557	3,123	11,038	187	53
1974	3,075	10,412	95	434	3,170	10,845	194	57
1975	3,241	10,616	101	451	3,342	11,067	210	63
1976	3,426	10,746	135	593	3,561	11,339	226	71
1977	3,426	10,449	149	659	3,575	11,108	242	78
1978	3,401	10,096	127	567	3,528	10,663	250	83
1979	3,380	9,807	113	504	3,493	10,311	257	87
1980	3,502	9,985	141	612	3,642	10,597	274	94
1981	3,662	10,279	209	881	3,871	11,160	277	96
1982	3,337	9,455	232	976	3,569	10,431	300	103
1983	3,378	9,516	272	1,144	3,651	10,659	311	106
1984	3,438	9,644	287	1,222	3,725	10,866	322	110
1985	3,431	9,682	261	1,131	3,692	10,813	339	116
1986	3,494	9,894	253	1,101	3,747	10,995	352	120
1987 [2]	3,547	10,029	236	1,035	3,783	11,064	360	123

[1] Includes unemployed parent families and, for 1971–81, foster care children.

[2] Preliminary data.

Source: Department of Health and Human Services.

TABLE A–8.—AFDC CASELOAD AND ASSISTANCE PAYMENTS, BY STATE, FISCAL YEAR 1987

[Preliminary data]

State	Total assistance payments (thousands)	Average monthly caseload (thousands)	Average monthly recipients (thousands)	Average monthly children (thousands)	Average payment per— Family	Average payment per— Person
Alabama	$64,798	47	37	97	$114	$39
Alaska	51,037	7	18	12	571	228
Arizona	93,857	29	84	59	267	92
Arkansas	49,788	22	66	47	182	62
California [1]	3,880,496	584	1,702	1,143	553	190
Colorado	117,483	31	90	60	311	108
Connecticut	220,998	38	111	76	476	165
Delaware	24,243	7	20	14	258	98
District of Columbia	77,692	19	52	41	327	122
Florida	291,665	103	290	206	234	84
Georgia	243,846	86	246	172	235	83
Guam [1]	3,586	1	4	4	216	60
Hawaii	68,406	14	42	28	404	133
Idaho	20,158	6	17	12	259	95
Illinois	872,939	236	720	485	308	101
Indiana	146,206	52	152	103	230	80
Iowa	166,387	39	114	72	349	121
Kansas	96,397	24	73	48	324	110
Kentucky	137,624	59	159	107	193	72
Louisiana	172,750	86	259	182	167	55
Maine	82,421	19	55	35	357	124
Maryland	250,274	66	182	120	314	114
Massachusetts	515,303	87	235	150	490	183
Michigan	1,201,012	214	652	419	467	153
Minnesota	334,354	54	162	103	511	172
Mississippi	80,746	58	174	125	116	39
Missouri	212,718	67	203	133	263	87
Montana	40,403	9	27	18	355	121
Nebraska	60,424	15	46	31	316	107
Nevada	16,258	5	16	11	237	82
New Hampshire	18,076	4	11	8	348	133
New Jersey [1]	486,748	115	338	230	352	120
New Mexico	55,853	19	56	38	236	82
New York [1]	2,097,858	355	1,062	699	492	165
North Carolina	191,024	67	175	119	236	91
North Dakota	20,915	5	13	9	344	125
Ohio	810,580	227	667	425	297	101

TABLE A-8.—AFDC CASELOAD AND ASSISTANCE PAYMENTS, BY STATE, FISCAL YEAR 1987—Continued

[Preliminary data]

State	Total assistance payments (thousands)	Average monthly caseload (thousands)	Average monthly recipients (thousands)	Average monthly children (thousands)	Average payment per—	
					Family	Person
Oklahoma	111,498	33	96	67	278	96
Oregon	119,067	30	81	54	329	122
Pennsylvania	750,936	186	562	369	335	111
Puerto Rico	66,411	54	177	121	102	31
Rhode Island	80,882	15	43	28	428	155
South Carolina	102,667	45	129	90	188	66
South Dakota	21,238	6	18	13	268	95
Tennessee	116,955	65	179	121	148	54
Texas	319,489	157	473	333	169	56
Utah	60,512	14	43	28	344	116
Vermont	41,198	7	21	14	454	159
Virgin Islands	2,889	1	3	3	215	61
Virginia	173,324	56	149	101	255	97
Washington	399,481	75	211	135	441	157
West Virginia	109,899	36	114	69	248	80
Wisconsin	568,704	96	292	186	493	162
Wyoming	18,063	4	11	8	316	129
U.S. total	16,338,562	3,782	11,064	7,380	360	123

[1] Assistance payments and caseload data for July, August, and September for California and New Jersey were taken from form SSA-3645, "Flash" Report. Guam's assistance payments and New York's caseload data were also taken from this report.

Source: Department of Health and Human Services, Office of Family Assistance.

TABLE A-9.—AFDC UNEMPLOYED PARENT (UP) RECIPIENTS OF CASH PAYMENTS AND AMOUNTS OF PAYMENTS BY STATE, FISCAL YEAR 1987

[Preliminary data]

State	UP cash payments (thousands)	Average number of families (thousands)	Average number of recipients (thousands)	Average payment per—	
				Family	Recipient
California [1]	$639,998	74,263	342	$718	$156
Connecticut	4,331	6	2	587	130
Delaware	205			280	68
District of Columbia	802			403	109
Guam [1]	312			231	43
Hawaii	4,517		3	462	96

TABLE A-9.—AFDC UNEMPLOYED PARENT (UP) RECIPIENTS OF CASH PAYMENTS AND AMOUNTS OF PAYMENTS BY STATE, FISCAL YEAR 1987—Continued

[Preliminary data]

State	UP cash payments (thousands)	Average number of families (thousands)	Average number of recipients (thousands)	Average payment per—	
				Family	Recipient
Illinois	63,724	14	63	367	84
Iowa	22,492	4	19	402	97
Kansas	9,895	2	8	384	93
Maine	6,912	1	4	502	117
Maryland	4,762		4	419	95
Massachusetts	9,426	1	5	612	136
Michigan	183,944	28	119	547	129
Minnesota	51,567	7	33	576	129
Missouri	17,116	4	18	327	75
Montana	1,069	1	4	86	20
Nebraska	6,947	1	6	385	89
New Jersey [1]	15,086	2	13	427	94
New York [1]	72,921	11	51	510	118
Ohio	146,331	31	131	382	92
Oregon	6,010	1	5	354	85
Pennsylvania	41,277	10	46	318	74
Rhode Island	620			460	105
South Carolina	1,445		2	247	52
Vermont	3,485		2	496	119
Washington	48,094	7	32	523	123
West Virginia	37,309	10	42	300	73
Wisconsin	103,984	14	66	584	131
U.S. total	1,504,595	236	1,035	531	121

[1] Cash payments for July, August and September for California, Guam and New Jersey were taken from the SSA-3645, "Flash" Report. Caseload data for New Jersey and New York were also taken from this report.

Source: Department of Health and Human Services.

TABLE A-10.— TOTAL AFDC BENEFIT PAYMENTS, AVERAGE MONTHLY NUMBER OF AFDC FAMILIES, TOTAL AFDC ADMINISTRATIVE COSTS, AND ADMINISTRATIVE COST PER AFDC FAMILY, BY STATE, FISCAL YEAR 1987

[Preliminary data]

State	Total benefit payments	Average monthly caseload	Total administrative costs [1]	Administrative cost per AFDC family
Alabama	$64,798,052	47,231	$18,089,377	$383
Alaska	51,037,489	7,446	6,366,869	855

TABLE A-10.— TOTAL AFDC BENEFIT PAYMENTS, AVERAGE MONTHLY NUMBER OF AFDC FAMILIES, TOTAL AFDC ADMINISTRATIVE COSTS, AND ADMINISTRATIVE COST PER AFDC FAMILY, BY STATE, FISCAL YEAR 1987—Continued

[Preliminary data]

State	Total benefit payments	Average monthly caseload	Total administrative costs [1]	Administrative cost per AFDC family
Arizona	93,857,348	29,298	10,731,897	366
Arkansas	49,788,368	22,786	8,478,125	372
California [2]	3,880,496,578	584,842	325,053,869	556
Colorado	117,483,405	31,437	19,223,176	611
Connecticut	220,998,312	38,661	21,276,256	550
Delaware	24,243,048	7,827	5,075,392	648
District of Columbia	77,692,888	19,825	23,673,969	1,194
Florida	291,665,349	103,698	65,158,077	628
Georgia	243,846,413	86,335	46,604,010	540
Guam [2]	3,586,926	1,382	285,899	207
Hawaii	68,406,331	14,108	7,418,883	526
Idaho	20,158,654	6,480	5,591,822	863
Illinois	872,939,590	236,557	78,339,074	331
Indiana	146,206,969	52,920	31,057,934	587
Iowa	166,387,998	39,704	12,863,389	324
Kansas	96,397,173	24,793	10,212,875	412
Kentucky	137,624,537	59,536	19,514,480	328
Louisiana	172,750,635	86,155	24,853,204	288
Maine	82,421,709	19,260	6,408,537	333
Maryland	250,274,339	66,393	35,709,511	538
Massachusetts	515,303,960	87,716	74,922,935	854
Michigan	1,201,012,294	214,410	144,273,061	673
Minnesota	334,354,933	54,554	27,751,818	509
Mississippi	80,746,398	58,017	10,036,710	173
Missouri	212,718,618	67,286	25,343,861	377
Montana	40,403,708	9,484	3,944,637	416
Nebraska	60,424,555	15,951	9,471,404	594
Nevada	16,258,478	5,727	3,820,822	667
New Hampshire	18,076,239	4,329	3,719,569	859
New Jersey [2]	486,748,651	115,100	97,326,372	846
New Mexico	55,853,663	19,708	12,666,301	643
New York	2,097,858,140	355,497	372,731,110	1,048
North Carolina	191,024,726	67,529	36,540,535	541
North Dakota	20,915,699	5,060	3,442,025	680
Ohio	810,580,696	227,066	70,555,204	311
Oklahoma	111,498,769	33,423	30,583,922	915
Oregon	119,067,525	30,157	31,700,296	1,051

TABLE A-10.— TOTAL AFDC BENEFIT PAYMENTS, AVERAGE MONTHLY NUMBER OF AFDC FAMILIES, TOTAL AFDC ADMINISTRATIVE COSTS, AND ADMINISTRATIVE COST PER AFDC FAMILY, BY STATE, FISCAL YEAR 1987—Continued

[Preliminary data]

State	Total benefit payments	Average monthly caseload	Total administrative costs [1]	Administrative cost per AFDC family
Pennsylvania	750,936,915	186,522	128,878,641	691
Puerto Rico	66,411,075	54,489	14,140,432	260
Rhode Island	80,882,164	15,751	7,057,421	448
South Carolina	102,667,033	45,409	19,901,123	438
South Dakota	21,238,325	6,600	3,705,886	561
Tennessee	116,955,675	65,721	20,593,412	313
Texas	319,489,262	157,329	51,539,116	328
Utah	60,512,136	14,646	13,196,453	901
Vermont	41,198,415	7,568	5,343,186	706
Virgin Islands	2,889,860	1,120	442,922	395
Virginia [2]	173,324,428	56,721	44,660,902	787
Washington	399,481,629	75,478	46,873,195	621
West Virginia	109,899,220	36,955	9,369,746	254
Wisconsin	568,704,192	96,146	21,149,854	220
Wyoming	18,063,236	4,760	2,697,258	567
U.S. total	16,338,562,728	3,782,900	2,130,366,790	563

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[1] Administrative costs include other State and local expenditures, Work Program (Title IV-A) expenditures, ADP expenditures, training and FAMIS.

[2] Fourth quarter administrative cost data for California, Guam, New Jersey, and Virginia were averages based on the prior 3 quarters.

Source: Department of Health and Human Services.

TABLE A-11.—FEDERAL SHARE OF THE AFDC PROGRAM,[1] FISCAL YEARS 1980-1989

[In percent]

State	1980-81 [2]	1986	1987	1988	1989
Alabama	71.32	72.30	72.41	73.29	73.10
Alaska	50.00	50.00	50.00	50.00	50.00
Arizona (37.9 in fiscal year 1980)		62.28	62.13	62.12	62.04
Arkansas	72.87	73.83	74.02	74.21	74.14
California	50.00	50.00	50.00	50.00	50.00
Colorado	53.16	50.00	50.00	50.00	50.00
Connecticut	50.00	50.00	50.00	50.00	50.00
Delaware	50.00	50.00	50.00	51.90	52.60
District of Columbia	50.00	50.00	50.00	50.00	50.00
Florida	58.94	56.16	55.54	55.39	55.18

TABLE A-11.—FEDERAL SHARE OF THE AFDC PROGRAM,[1] FISCAL YEARS 1980–1989—Continued

[In percent]

State	1980–81 [2]	1986	1987	1988	1989
Georgia	66.76	66.05	64.54	63.84	62.78
Guam (Federal funds limited)	[3] 75.00	75.00	75.00	75.00	75.00
Hawaii	50.00	51.00	51.29	53.71	53.99
Idaho	65.70	69.36	71.08	70.47	72.71
Illinois	50.00	50.00	50.00	50.00	50.00
Indiana	57.28	62.82	62.92	63.71	63.71
Iowa	56.57	58.90	60.39	62.75	62.95
Kansas	53.52	50.00	51.39	55.20	54.93
Kentucky	68.07	70.23	70.75	72.27	72.89
Louisiana	68.82	63.81	65.77	68.26	71.07
Maine	69.53	68.86	68.07	67.08	66.68
Maryland	50.00	50.00	50.00	50.00	50.00
Massachusetts	51.75	50.00	50.00	50.00	50.00
Michigan	50.00	56.79	56.88	56.48	54.75
Minnesota	55.64	53.41	52.98	53.98	53.07
Mississippi	77.55	78.42	78.50	79.65	79.80
Missouri	60.36	60.62	59.85	59.27	59.96
Montana	64.28	66.38	67.44	69.40	70.62
Nebraska	57.62	57.11	58.06	59.73	60.37
Nevada	50.00	50.00	50.00	50.25	50.00
New Hampshire	61.11	54.92	53.28	50.00	50.00
New Jersey	50.00	50.00	50.00	50.00	50.00
New Mexico	69.03	68.94	69.68	71.52	71.54
New York	50.00	50.00	50.00	50.00	50.00
North Carolina	67.64	69.18	68.40	68.68	68.01
North Dakota	61.44	55.12	56.41	64.87	66.53
Ohio	55.10	58.30	58.27	59.10	58.98
Oklahoma	63.64	57.60	59.86	63.33	66.06
Oregon	55.66	61.54	62.47	62.11	62.44
Pennsylvania	55.14	56.72	57.28	57.35	57.42
Puerto Rico (Federal funds limited)	[3] 75.00	75.00	75.00	75.00	75.00
Rhode Island	57.81	56.33	55.38	54.85	55.88
South Carolina	70.97	72.70	72.23	73.49	73.08
South Dakota	68.78	67.82	67.45	70.43	71.02
Tennessee	69.43	70.20	70.26	70.64	70.17
Texas (67.2 in fiscal year 1980)		53.56	55.16	56.91	59.04

TABLE A-11.—FEDERAL SHARE OF THE AFDC PROGRAM,[1] FISCAL YEARS 1980–1989—Continued

[In percent]

State	1980–81 [2]	1986	1987	1988	1989
Utah	68.07	72.62	73.21	73.73	73.86
Vermont	68.40	67.06	67.37	66.23	63.92
Virgin Islands (Federal funds limited)	[3] 75.00	75.00	75.00	75.00	75.00
Virginia	56.54	53.14	51.86	51.34	51.20
Washington	50.00	50.06	52.52	53.21	53.06
West Virginia	67.35	71.53	72.59	74.84	76.14
Wisconsin	57.95	57.54	57.58	58.98	59.31
Wyoming	50.00	50.00	54.20	57.96	62.61

[1] The Federal share of the AFDC program is calculated by the same formula used to determine the Federal share of Medicaid costs except in States that elect an alternate formula or have no medicaid program. Texas chose the alternate formula until July 1, 1983. Arizona used the alternate formula until the first quarter of fiscal year 1983, when it was deemed qualified to use the medicaid formula for the first time. The Federal medicaid matching rates are 60.81 and 61.47 for Arizona for fiscal years 1978–79 and 1980–81. For Texas they are 60.66, 58.35, and 55.75, for fiscal years 1978–79, 1980–81, and 1982–83, respectively.

[2] Effective Oct. 1, 1979, through Sept. 30, 1981.

[3] With respect to these jurisdictions, Public Law 96–272 made permanent the 75 percent matching rate for AFDC effective Oct. 1, 1979. For medicaid the matching rate remains 50 percent.

Source: Department of Health and Human Services.

TABLE A-12.—FEDERAL AND STATE AFDC BENEFIT PAYMENTS UNDER THE SINGLE PARENT, UNEMPLOYED PARENT, AND EMERGENCY ASSISTANCE PROGRAMS, FISCAL YEARS 1970 TO 1993

[In million of dollars]

Fiscal year	Single parent [1]	Unemployed parent	Emergency assistance	Totals, columns 1, 2, and 3 [2]	Child support collections	Total, column 4 minus 5 [3]	Column 6 expressed in 1986 constant dollars [4]
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1970	$3,851	$231	$14	$4,095	0	$4,095	$11,830
1971	4,993	412	22	5,427	0	5,427	14,901
1972	5,972	422	43	6,436	0	6,436	17,101
1973	6,459	414	38	6,912	0	6,912	17,743
1974	6,881	324	44	7,249	0	7,249	17,057
1975	7,791	362	70	8,223	0	8,223	17,275
1976	8,825	525	66	9,415	$286	9,129	17,777
1977	9,420	617	70	10,107	423	9,684	17,718
1978	9,624	565	76	10,264	472	9,792	16,807
1979	9,865	522	81	10,468	597	9,871	15,363
1980	10,847	693	109	11,650	603	11,047	14,990

TABLE A-12.—FEDERAL AND STATE AFDC BENEFIT PAYMENTS UNDER THE SINGLE PARENT, UNEMPLOYED PARENT, AND EMERGENCY ASSISTANCE PROGRAMS, FISCAL YEARS 1970 TO 1993—Continued

[In million of dollars]

Fiscal year	Single parent [1]	Unemployed parent	Emergency assistance	Totals, columns 1, 2, and 3 [2]	Child support collections [3]	Total, column 4 minus 5 [4]	Column 6 expressed in 1986 constant dollars [5]
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1981	11,769	1,075	127	12,971	671	12,300	15,134
1982	11,601	1,256	95	12,951	786	12,165	14,030
1983	12,136	1,471	121	13,727	880	12,847	14,278
1984	12,759	1,612	132	14,502	1,000	13,502	14,344
1985	13,401	1,556	157	15,114	903	14,211	14,517
1986	14,234	1,563	175	15,972	960	15,012	15,012
1987	14,792	1,516	203	16,511	1,078	15,433	15,030
1988 [6]	15,159	1,426	229	16,814	1,222	15,592	14,553
1989 [6]	15,664	1,443	246	17,353	1,352	16,001	14,342
1990 [6]	16,156	1,432	260	17,848	1,519	16,329	14,107
1991 [6]	16,659	1,445	272	18,376	1,707	16,669	13,939
1992 [6]	17,099	1,455	283	18,837	1,918	16,919	13,761
1993 [6]	17,512	1,459	290	19,261	2,156	17,105	13,599

[1] Includes payments to two-parent families where one adult is incapacitated.
[2] Total AFDC benefits of which a portion are reimbursed by child support collections. Total may not add due to rounding.
[3] Total AFDC collections less payments to recipients.
[4] Net AFDC benefits—Gross benefits less those reimbursed by child support collections.
[5] Net AFDC benefits in constant 1986 dollars.
[6] Administration projections under current law.

Source: Department of Health and Human Services.

TABLE A-13.—CHARACTERISTICS OF AFDC RECIPIENTS, 1969–86

	May 1969	Jan. 1973	May 1975	Mar. 1977	Mar. 1979	Avg. 1983 [1]	Avg. 1984 [1]	Avg. 1985 [1]	Avg. 1986 [1]
Average family size (persons)	4.0	3.6	3.2	3.1	3.0	3.0	2.9	2.9	3.0
Number of child recipients (percent of AFDC cases):									
One	26.6	NA	37.9	40.3	42.3	43.4	44.1	42.7	42.7
Two	23.0	NA	26.0	27.3	28.1	29.8	29.6	30.7	30.8
Three	17.7	NA	16.1	16.1	15.6	15.2	15.5	16.1	15.9
Four or more	32.5	NA	20.0	16.3	13.9	10.1	10.0	9.5	9.8
Unknown	....	NA	....	....	....	1.5	0.8	1.0	0.8
Race/ethnicity (percent of families by race/ethnicity of caretaker):									
White	NA	38.0	39.9	41.4	40.4	41.8	41.3	40.1	39.7
Black	45.2	45.8	44.3	43.0	43.1	43.8	41.9	40.9	40.7
Hispanic	NA	13.4	12.2	12.2	13.6	12.0	12.8	13.4	14.4
Native American	1.3	1.1	1.1	1.1	1.4	1.0	1.1	1.2	1.3
Asian	NA	NA	0.5	0.4	1.0	1.5	2.3	2.4	2.3
Others and unknown	4.8	1.7	2.0	1.9	0.4	....	0.6	2.2	.1.4
Education of mother (percent of mothers):									
Less than 8th grade	19.0	NA	10.3	6.8	5.1	NA	NA	NA	[2] [3] 4.8
8th grade	10.4	NA	6.4	4.8	4.4	NA	NA	NA	....

TABLE A-13.—CHARACTERISTICS OF AFDC RECIPIENTS, 1969-86—Continued

	May 1969	Jan. 1973	May 1975	Mar. 1977	Mar. 1979	Avg. 1983[1]	Avg. 1984[1]	Avg. 1985[1]	Avg. 1986[1]
1-3 years of high school	30.7	NA	31.7	25.1	20.8	NA	NA	NA	[3] 14.3
High school degree	16.0	NA	23.7	20.5	18.8	NA	NA	NA	[3] 17.3
Some college	2.0	NA	3.9	3.0	2.7	NA	NA	NA	[3] 3.4
College graduate	0.2	NA	0.7	0.4	0.4	NA	NA	NA	[3] 0.5
Unknown	21.6	NA	23.3	39.4	47.8	NA	NA	NA	[3] 59.7
Basis for eligibility (percent of children):									
Both parents present:									
Incapacitated	11.7	10.2	7.7	5.9	5.3	3.4	3.6	3.3	3.2
Unemployed	4.6	4.1	3.7	5.0	4.1	9.2	8.6	8.6	7.4
One or both parents absent:									
Death	5.5	5.0	3.7	2.6	2.2	1.9	1.9	1.8	1.9
Divorced or separated	43.3	46.5	48.3	46.9	44.7	38.6	38.2	37.7	36.3
No marital tie	27.9	31.5	31.0	33.8	37.8	45.5	46.4	47.2	48.9
Other reason	3.5	2.7	4.0	5.7	5.9	1.4	1.2	1.3	2.4
Unknown	3.5		1.6						
Employment status of female adult recipients (percent of female adult recipients):[4]									
Full-time job	8.2	9.8	10.4	8.4	8.7	1.5	1.2	1.5	1.6
Part-time job	6.3	6.3	5.7	5.3	5.4	3.4	3.6	4.2	4.2
Actively seeking work; in school/training	10.0	11.5	12.2	13.8	12.8	19.7	22.2	24.3	29.2
Age of female adult recipients (percent of female adult recipients):[5]									
Under 19	[6] 6.6	NA	[6] 8.3	[6] 8.1	4.1	NA	NA	3.1	3.3
19 to 21		NA				13.5	13.6	12.5	12.6
22 to 25	[7] 16.7	NA	[8] 43.1	[8] 42.8	[9] 28.0	21.4	22.4	22.0	21.0
26 to 29	[10] 17.6	NA			[10] 21.4	18.6	19.9	19.3	20.0
30 to 39	30.4	NA	27.9	24.2	27.2	27.7	30.0	29.7	30.1
40 or over	25.0	NA	17.6	17.7	15.4	14.7	14.2	13.3	13.0
Unknown	3.6	NA	3.0	7.2	4.0	4.2			
Age of youngest child (percentage of AFDC families):									
Under 3	35.4	37.6	33.5	33.3	33.9	37.9	37.7	37.8	38.1
3 to 5	22.6	22.5	25.2	23.3	21.6	21.7	22.6	22.6	22.5
6 to 11	25.4	25.7	26.4	26.8	27.7	24.1	23.9	23.6	24.1
12 and over	16.6	14.3	14.9	14.7	15.0	14.5	14.9	14.9	14.4
Unknown	NA	NA	NA	1.9	1.7	1.8	0.9	1.1	0.8
Median number of months on AFDC	23	27	31	26	29	26	26	27	27

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[1] Average monthly figures for fiscal year.

[2] 8th grade or less.

[3] All adult recipients.

[4] Through 1983, indicates employment status of mothers (percent of mothers).

[5] Through 1979, indicates age of mothers (percent of mothers).

[6] Under age 20.

[7] Ages 20 to 24.

[8] Ages 20 to 29.

[9] Ages 19 to 24.

[10] Ages 25 to 29.

Sources: Congressional Budget Office tabulations; Tabulations from the Office of Family Assistance HHS; National Center for Social Statistics, "AFDC: Selected Statistical Data on Families Aided and Program Operations," NCSS Report H-4(71), 1971; Office of Research and Statistics, Social Security Administration, "AFDC: A Chartbook," 1978 and 1979; ORS, SSA, "1979 Recipient Characteristics Study," Part 1, 1982; ORS, SSA, "1983 Recipient Characteristic and Financial Circumstances of AFDC Recipients," 1986; Committee on Ways and Means, "Background Material and Data on Programs within the Jurisdiction of the Committee on Ways and Means," 1986; and 1984, 1985, and 1986 AFDC quality control data.

TABLE A-14.—AFDC FAMILIES BY PARTICIPATION IN FOOD STAMP PROGRAM, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986

State	Total families	Percent participating	Percent not participating	Percent unknown
Alabama	50,091	83.1	16.9	...
Alaska	6,798	65.5	34.5	...
Arizona	26,048	80.4	19.6	...
Arkansas	22,552	84.0	16.0	...
California	564,644	71.6	28.3	0.1
Colorado	27,940	79.5	19.0	1.4
Connecticut	40,318	80.4	19.6	...
Delaware	8,218	77.9	22.1	...
District of Columbia	21,325	.1	...	99.9
Florida	97,382	77.0	23.0	...
Georgia	83,901	78.6	21.4	...
Hawaii	15,177	61.6	7.8	30.6
Idaho	6,330	88.2	11.8	...
Illinois	241,236	88.5	11.4	.1
Indiana	55,693	81.6	18.3	.1
Iowa	40,804	87.7	12.3	...
Kansas	23,302	78.7	21.3	...
Kentucky	60,190	86.5	13.5	...
Louisiana	80,249	...	...	100.0
Maine	20,078	86.2	13.8	...
Maryland	69,541	81.2	18.8	...
Massachusetts	87,341	79.8	20.2	...
Michigan	220,190	93.0	6.7	.3
Minnesota	53,756	78.0	22.0	...
Mississippi	53,334	87.6	12.4	...
Missouri	66,514	82.0	17.9	0.
Montana	8,840	90.7	9.3	...
Nebraska	16,142	85.2	14.8	...
Nevada	5,471	72.2	27.8	...
New Hampshire	4,966	80.5	19.5	...
New Jersey	121,278	85.8	14.2	...
New Mexico	18,104	87.0	11.7	1.3
New York	368,361	91.1	7.0	1.8
North Carolina	66,864	72.0	27.9	.1
North Dakota	4,843	74.2	25.8	...
Ohio	227,315	89.3	10.6	.1
Oklahoma	30,222	78.3	21.2	.5
Oregon	30,712	90.2	9.7	.1
Pennsylvania	190,815	88.4	11.6	...
Rhode Island	16,035	88.9	9.0	2.0

TABLE A-14.—AFDC FAMILIES BY PARTICIPATION IN FOOD STAMP PROGRAM, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986—Continued

State	Total families	Percent participating	Percent not participating	Percent unknown
South Carolina	46,116	79.4	20.5	.1
South Dakota	6,161	73.2	26.8	
Tennessee	59,080	85.0	15.0	
Texas	135,289	87.9	12.1	
Utah	13,384	80.7	18.9	.5
Vermont	7,629	84.1	15.9	
Virginia	58,499	58.9	41.1	
Washington	70,687	83.9	16.1	
West Virginia	36,514	92.8	7.2	
Wisconsin	91,231	83.0	17.0	
Wyoming	4,001	85.4	4.6	
U.S. total	3,681,524	80.7	16.1	3.2

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A-15.—AFDC FAMILIES BY TYPE OF SHELTER ARRANGEMENT, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986

State	Total families	Owns or is buying	Public housing	HUD rent subsidy	Other rent subsidy	Private housing (no subsidy)	Shares group quarters	Rents free	Unknown
Alabama	50,091	3.8	14.1	9.4	0.7	37.2	0.6	18.0	16.2
Alaska	6,798	9.0	15.2	7.2	5.6	43.7	1.3	11.7	6.2
Arizona	26,048	2.7	9.4	11.7	.4	55.9	.7	19.2	0
Arkansas	22,552	7.7	11.4	19.9	.7	31.3	6.5	22.5	0
California	564,644	1.9	3.2	5.2	.8	88.5	.2	.0	.1
Colorado	27,940	5.3	8.1	10.0	3.3	65.7	5.1	1.1	1.4
Connecticut	40,318	1.0	17.5	16.8	.8	60.3	2.1	1.0	.4
Delaware	8,218	5.2	13.0	16.2	1.3	60.7	2.3	1.0	.3
District of Columbia	21,325	.9	13.9	14.5	3.3	65.1	1.3	.5	.5
Florida	97,382	2.5	10.9	11.2	1.2	68.9	.8	4.2	.2
Georgia	83,901	3.4	15.1	7.2	.8	25.8	1.8	6.9	39.0
Hawaii	15,177	1.6	10.1	12.7	1.9	53.9	13.6	6.0	.2
Idaho	6,330	6.6	8.9	16.1	7.2	49.8	5.8	5.4	.3
Illinois	241,236	3.5	13.1	5.6	.8	65.5	2.6	4.3	4.6
Indiana	55,693	5.0	7.3	15.9	1.0	68.4	.4	1.5	.5
Iowa	40,804	9.1	1.3	13.5	1.5	65.5	4.4	2.2	2.5
Kansas	23,302	4.3	8.2	7.7	.8	74.2	.3	4.3	.1
Kentucky	60,190	7.5	10.8	6.0	.3	44.3	.5	2.6	27.9
Louisiana	80,249	5.8	13.2	13.3	1.0	41.8	3.1	19.7	2.0
Maine	20,078	18.5	.1	1.4	13.8	51.0	0.0	6.2	9.0
Maryland	69,541	2.3	11.0	12.0	1.5	70.9	.6	1.1	.6
Massachusetts	87,341	3.2	14.5	15.3	6.2	55.1	3.1	2.0	.6
Michigan	220,190	14.3	4.5	4.5	1.5	69.9	.1	5.0	.3
Minnesota	53,756	13.0	8.1	15.7	4.1	55.0	.3	3.1	.6

TABLE A-15.—AFDC FAMILIES BY TYPE OF SHELTER ARRANGEMENT, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986—Continued

State	Total families	Owns or is buying	Public housing	HUD rent subsidy	Other rent subsidy	Private housing (no subsidy)	Shares group quarters	Rents free	Unknown
Mississippi	53,334	6.8	4.4	10.8	.5	18.2	.7	24.7	34.0
Missouri	66,514	7.0	6.2	12.4	.9	58.7	.5	6.8	7.4
Montana	8,840	7.7	18.1	14.2	4.5	46.8	5.9	1.7	1.0
Nebraska	16,142	5.5	11.9	16.2	2.0	56.6	5.8	2.0	0.0
Nevada	5,471	0.0	24.2	16.1	1.6	49.0	0.0	7.6	1.4
New Hampshire	4,966	3.7	14.0	7.7	4.3	63.5	1.8	4.3	.7
New Jersey	121,278	1.9	7.8	3.8	1.5	81.5	2.2	.7	.6
New Mexico	18,104	16.2	11.6	18.7	3.1	32.9	9.1	7.1	1.3
New York	368,361	1.6	13.8	7.4	1.9	71.9	1.0	1.9	.5
North Carolina	66,864	5.5	15.4	13.1	.6	45.8	5.2	9.3	5.1
North Dakota	4,843	9.1	15.3	31.8	6.6	31.3	2.7	2.1	1.2
Ohio	227,315	5.0	11.1	11.6	1.5	66.4	.3	3.2	.8
Oklahoma	30,222	7.5	9.3	17.2	4.6	30.8	7.8	20.4	2.3
Oregon	30,712	3.6	4.3	15.7	1.7	68.1	3.4	2.2	1.0
Pennsylvania	190,815	4.7	12.8	4.6	1.0	65.7	2.5	.6	8.0
Rhode Island	16,035	3.9	12.2	17.2	.9	59.6	2.0	3.7	.6
South Carolina	46,116	5.2	6.3	12.6	.6	25.8	1.7	28.4	19.3
South Dakota	6,161	6.8	10.9	11.5	6.5	45.9	4.9	12.6	.9
Tennessee	59,080	6.0	20.9	10.5	1.6	44.3	.6	13.3	2.7
Texas	135,289	7.5	9.9	18.1	1.6	29.2	9.4	24.2	.1
Utah	13,384	4.0	1.4	10.0	5.1	72.3	.2	7.0	0
Vermont	7,629	11.0	10.4	5.2	.3	63.7	4.9	4.0	.6
Virginia	58,499	2.7	16.7	10.1	1.6	48.5	3.4	5.0	12.0
Washington	70,687	5.2	7.4	10.7	1.5	72.9	.4	1.6	.3
West Virginia	36,514	15.7	4.9	9.7	.5	58.8	2.3	6.6	1.5
Wisconsin	91,231	7.9	6.4	5.8	1.7	72.6	2.3	2.8	.5
Wyoming	4,001	21.7	3.8	4.0	4.4	61.1	1.1	4.0	0
U.S. total	3,681,524	4.9	9.6	9.1	1.6	63.8	1.9	5.3	3.9

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A-16.—AFDC FAMILIES BY NUMBER OF RECIPIENT CHILDREN, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986

State	Average total families	Number of children	One child	Two children	Three children	Four children	Five children	Six children	Unknown
Alabama	50,091	2.0	44.8	28.4	14.9	6.6	2.9	1.8	0.6
Alaska	6,798	1.6	53.8	27.8	12.3	2.4	.3	.9	2.5
Arizona	26,048	2.0	41.6	30.3	16.3	7.5	2.6	.8	.8
Arkansas	22,552	2.0	41.5	30.1	16.8	7.3	3.3	1.0	.1
California	564,644	2.0	42.2	32.6	14.7	5.9	2.7	1.3	.7
Colorado	27,940	2.0	38.5	33.4	17.1	6.2	2.9	1.0	.8
Connecticut	40,318	2.0	40.8	30.8	17.2	7.5	2.3	1.0	.4
Delaware	8,218	1.9	46.1	31.2	12.3	6.2	1.6	1.9	.7
District of Columbia	21,325	1.8	50.7	26.4	12.6	4.0	2.0	1.8	2.5
Florida	97,382	2.0	42.9	29.8	15.3	7.0	2.7	2.1	.2

TABLE A–16.—AFDC FAMILIES BY NUMBER OF RECIPIENT CHILDREN, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986—Continued

State	Average total families	Number of children	One child	Two children	Three children	Four children	Five children	Six children	Unknown
Georgia	83,901	2.0	43.1	28.8	16.5	6.9	2.9	1.3	.6
Hawaii	15,177	2.0	44.5	23.2	19.5	6.8	3.3	1.7	1.0
Idaho	6,330	1.8	46.8	31.8	16.7	2.7	.7	1.0	.4
Illinois	241,236	2.0	39.4	31.5	17.3	7.4	2.7	1.1	.7
Indiana	55,693	1.9	43.4	30.4	16.9	6.2	1.7	1.0	.5
Iowa	40,804	1.8	48.2	31.8	13.2	4.6	1.1	.6	.7
Kansas	23,302	2.0	42.6	29.2	16.1	7.5	3.3	.9	.3
Kentucky	60,190	1.8	48.8	30.2	14.0	4.8	1.2	.9	(*)
Louisiana	80,249	2.1	39.2	28.7	17.4	9.3	3.4	1.6	.5
Maine	20,078	1.9	43.8	35.6	13.8	4.9	1.5	.3	(*)
Maryland	69,541	1.8	50.0	30.0	13.3	3.9	1.6	.7	.5
Massachusetts	87,341	1.8	46.7	30.2	14.9	4.4	2.1	.7	1.1
Michigan	220,190	2.0	42.5	31.8	14.9	7.3	2.2	.9	.5
Minnesota	53,756	1.8	47.3	29.5	15.2	5.4	1.4	.7	.6
Mississippi	53,334	2.2	40.8	26.2	17.0	9.0	4.5	2.3	.2
Missouri	66,514	2.0	41.6	32.0	16.1	6.8	2.2	1.2	.1
Montana	8,840	1.9	44.1	28.5	14.2	6.9	1.0	1.4	3.9
Nebraska	16,142	2.0	40.5	32.9	16.2	6.6	2.2	1.0	.6
Nevada	5,471	1.9	49.8	25.9	16.6	5.2	.8	1.6	(*)
New Hampshire	4,966	1.8	45.7	35.3	12.8	4.5	.5	.3	1.0
New Jersey	121,278	2.0	41.5	30.2	17.0	7.0	2.6	1.1	.7
New Mexico	18,104	1.9	43.9	31.4	15.2	5.3	2.4	.8	1.1
New York	368,361	2.0	37.4	32.2	18.3	6.7	1.8	1.1	2.6
North Carolina	66,864	1.8	49.7	29.0	13.2	5.2	1.2	.7	.9
North Dakota	4,843	1.8	45.1	31.6	15.2	3.8	1.5	.7	2.2
Ohio	227,315	2.0	41.7	30.6	17.2	6.8	2.4	.7	.6
Oklahoma	30,222	2.1	40.6	28.7	18.1	7.5	2.8	1.9	.4
Oregon	30,712	1.8	49.6	29.4	15.3	4.0	.8	.8	.2
Pennsylvania	190,815	1.9	45.5	30.1	15.9	5.4	1.6	1.3	.2
Rhode Island	16,035	1.8	52.2	27.1	13.7	5.0	1.1	.6	.4
South Carolina	46,116	2.0	43.9	29.3	16.8	5.5	3.2	1.3	.1
South Dakota	6,161	1.8	50.5	28.6	13.2	5.2	2.3	.3	(*)
Tennessee	59,080	1.9	46.9	29.2	14.5	5.6	1.8	1.3	.7
Texas	135,289	2.2	35.3	31.9	18.2	8.7	2.9	2.6	.3
Utah	13,384	2.0	37.1	37.8	14.9	6.1	2.6	1.6	(*)
Vermont	7,629	1.6	51.2	30.2	11.6	2.4	(*)	.3	4.3
Virginia	58,499	1.7	53.0	27.9	13.7	3.6	1.1	.4	.3
Washington	70,687	1.8	48.7	31.5	13.7	3.8	1.2	.7	.3
West Virginia	36,514	1.8	43.2	32.0	14.9	5.5	1.1	.2	3.1
Wisconsin	91,231	1.9	44.8	28.0	16.5	6.5	1.9	1.1	1.1
Wyoming	4,001	1.8	49.2	26.2	15.7	5.2	1.9	.5	1.3
U.S. total	3,681,524	2.0	42.7	30.8	15.9	6.3	2.3	1.2	.8

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A–17.—AFDC FAMILIES BY RACE OF NATURAL/ADOPTIVE PARENT, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986

State	Total families	White	Black	Hispanic	Asian	Native American	Unknown
Alabama	50,091	17.7	82.2	0.0	0.1	0.0	0.0
Alaska	6,798	47.4	7.0	.9	1.7	41.9	.7
Arizona	26,048	29.4	11.3	35.4	.3	23.6	.0
Arkansas	22,552	33.1	66.2	.2	.3	.0	.2
California	564,644	32.2	22.2	30.3	9.0	.1	5.2
Colorado	27,940	41.4	14.8	40.9	2.2	.6	.0
Connecticut	40,318	32.5	34.2	32.2	.8	.1	.3
Delaware	8,218	34.1	62.7	3.2	.0	.0	.0
District of Columbia	21,325	.5	99.0	.5	.0	.0	.0
Florida	97,382	25.7	61.3	12.1	.6	.1	.2
Georgia	83.901	20.1	79.6	.1	.3	.0	.0
Hawaii	15,177	22.2	.8	1.4	71.0	.2	4.5
Idaho	6,330	86.1	.3	7.4	2.0	3.9	.0
Illinois	241,236	29.7	61.1	8.5	.6	.1	.0
Indiana	55,693	55.3	36.0	2.4	.3	.1	5.8
Iowa	40,804	86.8	11.0	.8	.7	.6	.1
Kansas	23,302	62.8	29.4	4.3	2.3	.9	.2
Kentucky	60,190	77.4	22.2	.0	.2	.0	.1
Louisiana	80,249	14.7	83.9	.8	.4	.1	.0
Maine	20,078	82.7	0.0	.0	.5	1.6	15.1
Maryland	69,541	28.2	69.0	.4	.5	.2	1.6
Massachusetts	87,341	57.0	17.4	18.8	2.2	.3	4.4
Michigan	220,190	48.9	48.1	2.4	.1	.4	.0
Minnesota	53,756	75.3	11.4	1.2	4.1	7.6	.5
Mississippi	53,334	11.7	87.6	.1	.2	.3	.0
Missouri	66,514	53.7	45.8	.3	.1	.0	.0
Montana	8,840	73.2	.7	2.8	.0	22.3	.3
Nebraska	16,142	64.7	27.2	2.4	.2	5.4	.0
Nevada	5,471	47.4	40.6	6.8	1.1	4.1	.0
New Hampshire	4,966	89.7	.7	1.3	.7	.0	7.5
New Jersey	121,278	25.2	49.1	25.3	.2	.1	.1
New Mexico	18,104	20.1	5.1	55.3	.5	18.0	1.0
New York	368,361	24.3	35.8	37.9	.5	.1	1.5
North Carolina	66,864	23.7	72.5	.2	.2	3.0	.2
North Dakota	4,843	65.1	0.0	.6	1.4	32.7	.0
Ohio	227,315	60.0	37.8	1.5	.2	.2	.2
Oklahoma	30,222	50.6	33.1	2.0	.6	13.5	.0
Oregon	30,712	81.9	9.3	4.4	2.4	1.9	.1
Pennsylvania	190,815	51.1	41.5	6.3	.5	.2	.3

TABLE A–17.—AFDC FAMILIES BY RACE OF NATURAL/ADOPTIVE PARENT, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986—Continued

State	Total families	White	Black	Hispanic	Asian	Native American	Unknown
Rhode Island	16,035	68.8	15.3	11.8	2.8	.2	1.1
South Carolina	46,116	15.8	83.9	.1	.1	.1	.1
South Dakota	6,161	53.5	0.0	.3	.0	46.2	.0
Tennessee	59,080	41.7	58.1	.0	.1	.0	.0
Texas	135,289	16.1	40.7	41.6	1.3	.3	.0
Utah	13,384	77.4	4.4	9.8	1.4	6.8	.2
Vermont	7,629	97.3	.0	.0	.9	.3	1.5
Virginia	58,499	29.3	68.9	.4	1.3	.0	.1
Washington	70,687	73.9	9.3	5.2	5.5	4.9	1.1
West Virginia	36,514	93.2	6.6	.0	.1	.0	.1
Wisconsin	91,231	60.6	29.0	3.4	2.8	3.3	.9
Wyoming	4,001	70.8	5.1	13.8	1.1	9.1	.0
U.S. total	3,681,524	39.7	40.7	14.4	2.3	1.3	1.4

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A–18.—AFDC FAMILIES BY AGE OF YOUNGEST CHILD IN ASSISTANCE UNIT, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986

State	Total families	0 to 2 years	3 to 5 years	6 to 11 years	12 to 15 years	16 to 18 years	Unknown
Alabama	50,091	38.9	20.7	24.0	12.0	3.8	0.6
Alaska	6,798	36.8	27.9	23.3	7.0	2.1	2.8
Arizona	26,048	43.2	21.9	20.5	9.5	4.1	.8
Arkansas	22,552	37.2	22.3	26.4	10.7	3.3	.1
California	564,644	40.3	22.6	22.7	9.8	4.0	.7
Colorado	27,940	43.3	21.0	21.6	10.7	2.6	.8
Connecticut	40,318	38.2	22.9	22.5	12.4	3.6	.4
Delaware	8,218	40.6	23.4	23.0	8.8	3.6	.7
District of Columbia	21,325	36.2	23.0	23.5	10.2	4.5	2.6
Florida	97,382	42.9	22.9	21.1	10.3	2.6	.2
Georgia	83,901	36.9	20.0	26.3	11.8	4.3	.7
Hawaii	15,177	41.5	21.6	22.6	9.1	4.3	1.0
Idaho	6,330	37.6	26.8	24.5	8.5	2.3	.4
Illinois	241,236	38.7	22.4	23.9	11.1	3.2	.7
Indiana	55,693	37.7	22.7	25.6	10.3	2.9	.7
Iowa	40,804	35.3	23.5	24.0	12.0	4.5	.7
Kansas	23,302	43.7	23.2	21.6	8.4	2.7	.3

TABLE A-18.—AFDC FAMILIES BY AGE OF YOUNGEST CHILD IN ASSISTANCE UNIT, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986—Continued

State	Total families	0 to 2 years	3 to 5 years	6 to 11 years	12 to 15 years	16 to 18 years	Unknown
Kentucky	60,190	29.4	23.9	29.0	13.0	4.7	(*)
Louisiana	80,249	41.8	21.8	23.5	9.1	3.3	.5
Maine	20,078	32.2	21.5	27.9	12.7	5.6	(*)
Maryland	69,541	38.4	22.7	23.6	10.7	4.0	.6
Massachusetts	87,341	34.2	25.2	24.2	11.1	4.0	1.2
Michigan	220,190	37.1	21.1	25.3	12.0	4.0	.5
Minnesota	53,756	38.8	24.9	22.7	10.0	2.9	.7
Mississippi	53,334	42.0	21.1	22.1	10.5	4.0	.2
Missouri	66,514	39.0	23.8	23.0	11.5	2.6	.1
Montana	8,840	40.9	24.9	21.9	5.6	2.4	4.2
Nebraska	16,142	44.8	21.8	21.3	9.0	2.6	.6
Nevada	5,471	47.1	22.3	16.6	10.1	3.8	(*)
New Hampshire	4,966	38.3	22.8	22.5	10.5	5.0	1.0
New Jersey	121,278	34.3	22.9	25.5	12.7	3.9	.7
New Mexico	18,104	37.5	20.3	28.8	8.8	3.5	1.1
New York	368,361	36.1	23.0	24.3	9.5	4.4	2.7
North Carolina	66,864	30.9	23.6	26.2	14.3	3.8	1.1
North Dakota	4,843	33.5	28.8	22.2	9.3	3.8	2.5
Ohio	227,315	38.9	21.4	26.0	9.9	3.1	.7
Oklahoma	30,222	36.7	21.7	25.6	12.5	3.2	.4
Oregon	30,712	44.3	20.7	21.7	9.6	3.5	.2
Pennsylvania	190,815	33.5	23.1	26.1	11.8	5.2	.2
Rhode Island	16,035	38.0	23.1	24.0	10.5	4.1	.4
South Carolina	46,116	35.2	23.9	24.2	11.9	4.8	.1
South Dakota	6,161	37.9	25.7	22.8	9.8	3.8	(*)
Tennessee	59,080	37.1	21.4	25.0	11.2	4.4	.9
Texas	135,289	41.7	22.1	24.3	9.1	2.6	.3
Utah	13,384	45.7	27.3	19.6	6.3	1.2	(*)
Vermont	7,629	35.7	26.2	19.2	10.7	4.0	4.3
Virginia	58,499	36.2	21.1	25.9	12.2	4.3	.4
Washington	70,687	41.3	24.1	20.8	9.0	4.3	.4
West Virginia	36,514	32.4	21.5	26.5	12.2	4.3	3.1
Wisconsin	91,231	41.8	21.3	23.2	9.4	3.1	1.2
Wyoming	4,001	37.8	25.5	22.4	10.3	2.8	1.3
U.S. total	3,681,524	38.1	22.5	24.1	10.6	3.8	.8

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A-19.—AFDC FAMILIES BY NUMBER OF MONTHS SINCE LAST OPENING, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986

State	Total families	1 to 6	7 to 12	13 to 18	19 to 24	25 to 36	37 to 48	49 to 60	61 to 120	121 to 180	181 to 240	Over 240	Unknown
Alabama	50,091	16.5	13.7	10.7	6.3	13.3	8.5	5.5	15.2	7.4	2.8	0.1	0.0
Alaska	6,798	28.7	16.4	11.7	14.6	19.5	5.5	2.0	1.0	.7	(*)	(*)	.0
Arizona	26,048	29.6	19.5	9.9	9.0	10.7	6.8	4.2	7.9	1.7	.5	.2	.0
Arkansas	22,552	23.0	14.3	10.1	6.6	9.2	8.7	5.3	14.9	5.1	2.5	.4	.0
California	564,644	15.6	12.5	9.6	7.8	12.3	10.5	6.7	18.7	4.0	1.8	.5	.1
Colorado	27,940	36.3	18.7	10.4	6.1	9.2	6.6	1.9	8.6	1.5	.1	.2	.3
Connecticut	40,318	11.6	10.6	8.3	8.0	11.4	9.0	7.5	22.0	8.1	3.0	.5	.0
Delaware	8,218	27.0	12.3	9.1	6.5	25.0	7.8	3.6	7.8	.6	.3	(*)	.0
District of Columbia	21,325	15.1	12.5	8.9	5.5	9.4	5.6	5.6	23.0	9.5	4.7	.1	.3
Florida	97,382	18.3	13.5	9.7	7.2	9.7	7.8	5.8	17.1	4.4	.9	.4	5.3
Georgia	83,901	18.0	13.7	7.7	6.9	15.0	8.4	4.8	16.8	5.5	2.9	.3	.0
Hawaii	15,177	16.7	10.3	8.0	7.2	11.5	11.3	6.1	21.3	5.6	1.4	.4	.2
Idaho	6,330	33.2	17.8	12.8	8.9	11.0	5.9	1.7	7.7	1.0	(*)	(*)	.0
Illinois	241,236	12.7	9.9	8.6	7.0	13.2	9.1	6.5	20.9	6.9	3.1	1.4	.8
Indiana	55,693	18.1	13.5	11.2	8.7	12.9	8.7	5.8	14.1	5.4	1.3	.1	.1
Iowa	40,804	20.8	13.9	12.0	7.7	12.4	8.0	6.1	15.2	3.2	.5	.3	.0
Kansas	23,302	22.1	16.1	12.0	8.8	12.0	8.0	4.7	11.9	3.7	.3	.3	.0
Kentucky	60,190	17.1	10.4	7.5	7.0	11.5	9.6	6.2	20.2	7.9	1.9	.8	.0
Louisiana	80,249	18.4	14.3	11.4	9.5	11.6	8.2	4.6	11.8	6.2	3.7	.2	.0
Maine	20,078	20.3	11.5	9.5	6.6	12.6	9.7	6.4	16.2	4.7	2.6	(*)	.0
Maryland	69,541	15.5	12.3	10.3	8.0	10.8	8.8	7.0	17.0	6.8	2.7	.6	.1
Massachusetts	87,341	15.3	14.4	10.2	7.9	11.8	9.2	6.2	15.4	8.3	1.0	.3	.0

TABLE A–19.—AFDC FAMILIES BY NUMBER OF MONTHS SINCE LAST OPENING, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986—Continued

State	Total families	1 to 6	7 to 12	13 to 18	19 to 24	25 to 36	37 to 48	49 to 60	61 to 120	121 to 180	181 to 240	Over 240	Unknown
Michigan	220,190	14.0	10.6	9.5	6.9	12.2	9.5	6.6	19.2	8.9	1.1	.0	1.4
Minnesota	53,756	21.4	13.8	11.1	7.9	13.4	9.1	5.8	13.2	3.3	.6	.2	.1
Mississippi	53,334	17.7	12.7	8.6	7.6	11.1	7.7	6.2	17.0	6.7	4.1	.6	.0
Missouri	66,514	20.9	14.0	9.6	6.8	10.9	7.9	5.8	16.7	4.9	2.3	.3	.0
Montana	8,840	33.7	22.2	11.6	7.3	12.1	5.2	2.4	5.5	(*)	(*)	(*)	.0
Nebraska	16,142	18.4	16.0	10.4	8.5	10.1	11.8	5.6	11.7	4.7	2.2	.4	.0
Nevada	5,471	29.4	17.8	10.9	10.1	8.7	4.6	4.3	6.0	.8	(*)	(*)	7.3
New Hamsphire	4,966	22.0	15.2	11.5	7.0	9.5	6.4	6.7	12.5	1.5	1.2	(*)	6.4
New Jersey	121,278	10.4	11.0	8.1	7.9	11.1	8.8	6.7	19.7	8.7	4.3	.7	2.7
New Mexico	18,104	21.8	14.8	13.0	8.8	11.8	6.9	5.0	11.9	3.7	1.9	.3	.0
New York	368,361	14.1	8.7	7.2	7.0	10.7	9.8	7.8	27.7	4.5	2.4	(*)	.0
North Carolina	66,864	24.5	15.5	10.1	8.6	10.3	7.8	4.3	12.8	4.4	1.8	.1	.0
North Dakota	4,843	25.7	7.1	14.1	14.0	14.2	6.6	4.6	10.0	3.4	(*)	.3	.0
Ohio	227,315	15.6	12.1	8.6	6.8	12.0	9.4	6.8	20.4	5.6	2.4	.1	.0
Oklahoma	30,222	27.8	18.2	10.9	8.3	11.5	5.9	2.5	9.2	3.8	1.1	.8	.1
Oregon	30,712	30.4	17.6	11.2	8.3	11.1	6.2	4.4	8.6	1.9	.2	.2	.0
Pennsylvania	190,815	11.1	10.8	10.1	6.4	12.7	7.8	5.5	20.7	10.0	3.9	1.0	.0
Rhode Island	16,035	15.5	11.6	8.9	6.3	10.7	8.7	5.4	20.5	9.0	3.1	.4	.0
South Carolina	46,116	12.6	12.0	9.8	7.3	9.9	6.9	5.7	22.7	9.8	3.0	.3	.0
South Dakota	6,161	27.1	20.0	12.3	9.2	10.0	5.5	1.8	8.9	3.7	1.2	.4	.0
Tennessee	59,080	19.0	14.4	11.1	7.6	10.7	7.5	6.4	15.1	5.4	2.2	.5	.0
Texas	135,289	29.1	17.2	12.6	9.2	11.9	5.9	3.3	8.6	1.7	.5	(*)	.0

Utah	13,384	34.0	18.9	9.1	8.4	11.0	8.4	3.5	6.5	.2	(*)	(*)	.0
Vermont	7,629	20.4	14.3	13.7	7.9	13.7	9.1	5.5	12.2	2.4	.6	(*)	.0
Virginia	58,499	18.8	13.0	11.2	6.6	10.9	7.4	6.9	17.2	6.1	1.4	.1	.4
Washington	70,687	23.6	16.8	12.7	10.1	11.9	7.8	5.2	9.6	1.9	.4	.1	.0
West Virginia	36,514	21.5	17.2	11.2	7.9	12.7	8.4	6.8	9.7	3.0	1.2	.2	.1
Wisconsin	91,231	18.9	15.7	11.2	8.3	11.9	9.0	6.1	15.7	2.4	.8	(*)	.1
Wyoming	4,001	35.9	16.3	16.6	6.8	9.5	6.5	3.5	4.1	.5	.3	(*)	.0
U.S. total	3,681,524	17.2	12.6	9.6	7.6	11.8	8.8	6.1	17.9	5.5	2.1	.4	.4

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A–20.—AFDC RECIPIENT CHILDREN BY REASON FOR DEPRIVATION, BY STATE, OCTOBER 1985 to SEPTEMBER 1986

State	Total children	Parent deceased	Parent incapacitated	Parent unemployed	Parents divorced or legally separated	Parent absent: not legally separated	Parent absent: never married	Other reason
Alabama	99,938	1.1	3.5	0.1	13.4	16.9	64.0	1.0
Alaska	11,071	2.3	2.6	(*)	37.9	18.0	34.8	4.5
Arizona	51,928	1.8	3.3	(*)	20.8	21.9	50.3	1.8
Arkansas	46,183	2.0	4.9	(*)	16.7	15.6	58.9	1.8
California	1,097,090	2.9	4.1	16.2	18.1	16.5	40.5	1.6
Colorado	55,210	2.4	3.4	.2	30.8	19.1	43.2	.9
Connecticut	81,303	2.3	2.0	2.6	15.0	17.4	59.3	1.3
Delaware	15,638	.5	3.4	3.1	15.5	11.4	63.7	2.4
District of Columbia	37,969	1.3	.7	13.0	5.5	12.2	66.8	.4
Florida	196,357	1.8	1.1	.0	13.8	16.7	64.8	1.8

TABLE A-20.—AFDC RECIPIENT CHILDREN BY REASON FOR DEPRIVATION, BY STATE, OCTOBER 1985 to SEPTEMBER 1986—Continued

State	Total children	Parent deceased	Parent incapacitated	Parent unemployed	Parents divorced or legally separated	Parent absent: not legally separated	Parent absent: never married	Other reason
Georgia	168,797	2.4	2.1	(*)	15.3	17.4	62.0	.9
Hawaii	30,743	1.7	11.7	10.7	16.4	17.3	40.8	1.4
Idaho	11,378	.2	2.6	(*)	44.5	15.8	35.1	1.8
Illinois	492,099	1.1	1.2	7.2	12.9	16.5	60.5	.7
Indiana	108,767	1.2	2.8	.0	31.0	10.6	53.7	.8
Iowa	72,881	1.0	4.7	13.7	35.1	11.7	32.8	1.0
Kansas	46,663	1.4	4.5	9.0	29.4	14.0	40.9	.8
Kentucky	109,911	1.3	11.1	(*)	25.9	18.8	42.1	.8
Louisiana	169,871	2.7	1.7	(*)	11.8	15.7	66.3	1.8
Maine	37,269	2.4	7.3	6.3	39.9	15.1	28.0	.9
Maryland	122,288	1.4	2.1	2.7	11.3	16.9	64.9	.7
Massachusetts	159,494	1.7	4.1	4.4	19.1	20.1	49.1	1.5
Michigan	422,516	1.8	2.0	11.0	26.5	12.1	45.6	1.0
Minnesota	98,778	2.1	2.3	16.7	31.3	10.3	36.9	.3
Mississippi	116,498	1.8	2.9	(*)	10.5	18.0	66.3	.6
Missouri	133,049	1.4	3.2	6.2	20.0	18.6	50.0	.7
Montana	16,225	1.1	2.1	7.0	42.2	11.4	34.7	1.5
Nebraska	31,573	1.0	3.3	10.4	26.4	12.5	45.4	.9
Nevada	10,093	.7	2.2	(*)	20.8	16.2	59.5	.4
New Hampshire	8,768	2.0	4.7	(*)	35.6	19.1	37.1	1.4
New Jersey	243,812	1.8	1.1	3.5	12.7	21.3	59.1	.5

New Mexico	34,320	1.8	10.0	.2	24.5	21.4	39.9	2.3
New York	721,071	1.8	2.5	3.7	11.5	21.5	46.2	12.9
North Carolina	119,501	2.8	2.1	(*)	13.4	21.3	59.1	1.3
North Dakota	8,726	2.3	2.0	(*)	42.5	11.9	39.8	1.5
Ohio	443,348	1.3	2.4	16.6	26.8	11.4	40.4	1.0
Oklahoma	62,934	2.1	3.8	.0	32.1	18.7	41.9	1.5
Oregon	54,499	1.1	2.9	3.2	28.8	24.2	37.7	2.2
Pennsylvania	363,080	1.7	4.3	5.4	18.3	21.0	47.9	1.5
Rhode Island	27,688	2.1	5.0	1.8	27.7	17.0	39.6	6.7
South Carolina	91,874	1.4	3.3	.8	8.9	26.0	58.8	.8
South Dakota	11,164	3.4	3.1	(*)	30.9	13.7	47.3	1.5
Tennessee	109,999	1.3	4.0	(*)	18.2	16.7	58.6	1.2
Texas	298,993	1.8	4.6	.2	17.2	25.3	49.3	1.7
Utah	26,769	1.3	5.7	.8	35.2	23.0	33.0	.9
Vermont	12,142	1.0	9.0	9.6	33.3	13.6	32.6	1.0
Virginia	100,822	1.5	4.0	(*)	13.5	17.7	62.0	1.2
Washington	125,136	2.1	4.6	13.2	30.0	15.9	32.8	1.4
West Virginia	65,817	.9	7.6	32.7	19.3	18.5	20.7	.3
Wisconsin	172,741	1.8	3.2	17.7	26.2	8.1	42.1	.8
Wyoming	7,252	.1	2.1	.5	46.0	16.4	33.5	1.4
U.S. Total	7,162,036	1.9	3.2	7.4	19.0	17.3	48.9	2.4

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A–21.—FEMALE ADULT RECIPIENTS BY AGE, BY STATE, OCTOBER 1985–SEPTEMBER 1986

State	Total female adults	11 to 18 years	19 to 21 years	22 to 25 years	26 to 29 years	30 to 34 years	35 to 39 years	40 to 44 years	45 to 49 years	over 49 years	Unkown
Alabama	43,457	6.5	13.8	22.1	18.0	16.3	11.4	4.2	3.4	4.1	.0
Alaska	6,298	5.9	11.5	25.0	15.8	20.8	7.8	4.3	3.2	5.8	.0
Arizona	22,006	4.0	15.5	22.2	19.9	15.9	8.6	5.1	4.6	4.2	.0
Arkansas	19,688	4.4	15.5	21.6	20.2	14.8	9.3	5.8	3.9	4.5	.0
California	465,165	3.3	12.1	20.3	19.1	18.8	12.4	6.3	3.6	4.0	.0
Colorado	25,907	3.5	12.2	23.3	19.3	17.7	10.7	5.5	3.2	4.5	.0
Connecticut	37,162	2.4	14.0	21.0	19.4	16.9	13.1	6.5	3.1	3.6	.0
Delaware	7,098	5.3	15.8	25.6	19.5	14.7	11.3	4.9	1.1	1.9	.0
District of Columbia	18,630	4.3	13.7	21.4	18.7	19.8	11.6	5.1	2.2	3.1	.0
Florida	79,754	5.4	14.4	23.5	19.0	16.8	8.8	5.4	3.7	3.2	.0
Georgia	69,448	4.7	14.7	21.7	18.0	16.4	11.6	6.3	3.1	3.3	.0
Hawaii	14,232	2.7	11.4	21.2	18.9	17.4	12.7	6.0	3.1	6.6	.0
Idaho	5,745	3.7	13.3	20.5	18.7	17.3	14.4	5.6	3.8	2.9	.0
Illinois	218,436	4.3	12.2	20.5	21.2	17.7	11.9	5.8	3.6	2.9	.0
Indiana	51,842	3.2	13.2	24.6	20.3	17.8	10.3	5.3	3.3	2.2	.0
Iowa	36,982	2.7	13.3	22.6	22.3	17.0	12.6	5.2	2.4	2.0	.0
Kansas	20,610	3.9	14.4	23.9	24.1	16.1	7.8	5.9	2.2	1.8	.0
Kentucky	50,681	3.2	13.9	22.2	19.3	18.2	10.8	5.7	3.7	3.1	.0
Louisiana	69,335	2.6	16.6	22.3	18.4	17.1	12.3	5.5	2.8	2.4	.0
Maine	18,208	3.5	11.2	21.3	21.3	19.8	11.3	6.9	3.3	1.4	.0
Maryland	63,790	4.2	14.7	23.8	20.1	17.1	10.0	5.0	2.8	2.4	.0
Massachusetts	79,927	3.3	12.3	19.8	21.5	18.0	11.9	7.0	3.0	3.3	.0

Michigan	215,770	2.4	10.7	20.3	19.8	19.9	13.7	6.4	3.2	3.8	.0
Minnesota	50,608	3.0	12.9	23.1	19.4	19.4	11.7	5.1	2.2	3.2	.0
Mississippi	46,585	4.9	15.5	21.2	18.9	15.9	9.3	5.5	3.3	5.5	.0
Missouri	58,844	3.4	15.1	23.3	21.0	18.4	9.5	5.0	2.0	2.3	.0
Montana	8,413	2.5	11.7	27.7	20.4	16.1	11.0	6.9	2.2	1.5	.0
Nebraska	14,300	6.0	18.0	18.9	21.7	17.5	8.9	4.6	1.6	2.7	.0
Nevada	4,893	6.1	16.5	25.2	18.3	14.9	7.4	6.4	3.7	1.5	.0
New Hampshire	4,319	1.4	9.5	27.0	23.9	18.1	8.9	4.6	3.8	2.9	.0
New Jersey	109,968	2.9	11.8	18.9	20.2	19.0	12.0	7.3	4.4	3.5	.0
New Mexico	16,330	2.5	15.7	17.4	19.0	17.3	12.9	4.7	3.7	6.8	.0
New York	345,779	2.2	9.2	18.7	19.6	17.0	14.7	8.5	5.0	5.3	.0
North Carolina	58,578	2.8	14.3	21.4	18.6	19.2	10.1	4.4	3.5	5.8	.0
North Dakota	4,543	2.8	11.2	22.5	20.4	16.8	10.9	6.1	3.5	5.8	.0
Ohio	209,189	2.7	13.2	20.8	22.5	19.9	11.2	5.2	3.0	1.4	.0
Oklahoma	26,962	2.1	14.2	20.3	19.6	18.4	12.1	6.4	2.9	4.0	.0
Oregon	26,417	3.6	14.0	23.0	19.2	18.6	12.1	5.0	2.5	2.0	.0
Pennsylvania	177,825	1.8	10.6	19.7	21.6	19.5	14.7	6.9	2.7	2.5	.0
Rhode Island	14,237	5.4	12.6	18.1	20.8	17.1	12.8	7.2	3.3	2.7	.0
South Carolina	38,470	4.0	14.1	21.8	19.0	17.3	10.6	5.7	3.8	3.7	.0
South Dakota	5,072	2.8	15.3	22.8	18.4	16.6	13.9	3.5	2.3	4.3	.0
Tennessee	50,237	5.4	14.4	22.6	18.0	16.4	10.7	6.4	2.4	3.6	.0
Texas	117,768	4.7	14.1	20.7	18.8	17.5	11.4	4.5	4.0	4.2	.0
Utah	12,355	3.3	16.2	23.7	22.5	14.1	9.6	5.3	2.5	2.8	.0
Vermont	7,281	4.8	14.1	24.3	17.9	16.6	13.4	2.9	3.8	2.2	.0
Virginia	48,741	4.4	15.6	22.0	21.0	17.7	9.0	4.7	2.6	3.0	.0
Washington	61,888	3.3	13.1	23.1	21.9	17.7	11.8	5.3	2.1	1.8	.0
West Virginia	34,551	3.7	13.3	22.4	15.6	18.2	11.9	6.4	5.3	3.2	.0

TABLE A-21.—FEMALE ADULT RECIPIENTS BY AGE, BY STATE, OCTOBER 1985–SEPTEMBER 1986—Continued

State	Total female adults	11 to 18 years	19 to 21 years	22 to 25 years	26 to 29 years	30 to 34 years	35 to 39 years	40 to 44 years	45 to 49 years	over 49 years	Unkown
Wisconsin	82,222	3.6	14.5	22.8	19.8	19.4	10.7	4.4	2.4	2.5	.0
Wyoming	3,431	1.9	12.2	29.7	20.5	18.7	9.1	4.7	1.9	1.3	.0
U.S. total	3,280,974	3.3	12.6	21.0	20.0	18.1	12.0	6.1	3.4	3.5	.0

Source: "Characteristics and Financial Circumstances of AFOC Recipients, 1986" Department of Health and Human Services.

TABLE A–22.—AFDC TEENAGE MOTHERS AGE 11 THRU 19, BY STATE, OCTOBER 1985–SEPTEMBER 1986

State	Mothers age 11 to 19	11 to 14 years	15 years	16 years	17 years	18 years	19 years
Alabama	4,547	(*)	2.7	5.5	15.3	38.3	38.2
Alaska	478	(*)	(*)	(*)	(*)	58.0	42.0
Arizona	1,809	(*)	(*)	2.9	8.8	32.3	55.9
Arkansas	1,766	(*)	1.2	(*)	7.3	39.0	52.4
California	27,825	(*)	.9	5.9	14.2	26.9	52.1
Colorado	1,544	(*)	(*)	7.6	8.3	39.0	45.1
Connecticut	2,239	(*)	1.1	4.6	15.9	15.9	62.4
Delaware	827	(*)	(*)	(*)	3.2	41.9	54.8
District of Columbia	1,383	6.1	4.0	4.0	9.9	26.0	50.0
Florida	7,876	(*)	2.0	4.9	12.8	34.5	45.8
Georgia	5,865	(*)	(*)	4.1	11.6	38.9	45.3
Hawaii	620	(*)	(*)	(*)	4.7	42.8	52.5
Idaho	464	(*)	(*)	9.1	(*)	32.3	58.6
Illinois	14,703	2.3	1.3	8.4	13.9	36.7	37.4
Indiana	3,318	(*)	(*)	2.2	5.9	40.4	51.4
Iowa	2,144	(*)	1.2	4.8	10.8	27.7	55.4
Kansas	1,492	(*)	(*)	1.8	7.1	44.6	46.5
Kentucky	3,584	(*)	.8	3.9	9.4	30.7	55.1
Louisiana	5,263	(*)	(*)	(*)	4.9	29.2	65.9
Maine	1,128	(*)	(*)	(*)	24.4	29.3	46.3
Maryland	4,798	(*)	.6	2.3	6.6	40.8	49.7
Massachusetts	5,116	(*)	4.3	5.8	13.0	23.3	53.6
Michigan	10,406	(*)	(*)	1.8	8.9	31.0	58.4
Minnesota	3,053	.8	1.6	3.3	9.0	32.0	53.3
Mississippi	4,498	1.7	.6	3.3	9.5	33.9	51.1
Missouri	4,757	1.2	1.7	3.4	8.1	27.9	57.7
Montana	370	(*)	(*)	(*)	8.2	32.9	58.9
Nebraska	1,676	(*)	1.9	1.9	11.8	35.3	49.2
Nevada	509	(*)	3.0	5.9	5.9	44.1	41.1
New Hampshire	150	8.5	8.2	(*)	8.2	16.6	58.6
New Jersey	6,255	1.6	1.6	4.0	17.6	23.2	52.0
New Mexico	1,048	(*)	(*)	2.9	(*)	28.1	69.0
New York	15,254	1.8	3.6	5.5	5.3	27.8	56.0
North Carolina	3,753	(*)	2.8	2.8	8.3	19.4	66.7
North Dakota	287	(*)	(*)	4.8	19.1	20.6	55.5
Ohio	12,763	(*)	(*)	4.3	5.8	31.9	58.0
Oklahoma	1,427	(*)	3.8	1.9	5.7	28.1	60.5
Oregon	1,912	1.2	(*)	4.5	9.9	33.0	51.5
Pennsylvania	7,918	(*)	(*)	3.8	11.5	19.3	65.3

TABLE A–22.—AFDC TEENAGE MOTHERS AGE 11 THRU 19, BY STATE, OCTOBER 1985–SEPTEMBER 1986—Continued

State	Mothers age 11 to 19	11 to 14 years	15 years	16 years	17 years	18 years	19 years
Rhode Island	1,332	(*)	(*)	4.4	15.6	28.9	51.1
South Carolina	2,930	(*)	.8	4.2	9.1	37.7	48.3
South Dakota	382	(*)	(*)	(*)	(*)	37.8	62.2
Tennessee	4,724	.5	1.5	3.6	12.3	36.9	45.1
Texas	9,966	(*)	(*)	6.1	14.9	33.2	45.8
Utah	937	(*)	(*)	(*)	16.7	23.4	60.0
Vermont	395	5.9	(*)	(*)	(*)	41.2	52.9
Virginia	4,690	1.6	3.3	3.9	12.1	23.2	55.8
Washington	4,279	(*)	.7	2.7	5.5	37.7	53.4
West Virginia	2,177	2.0	2.0	8.1	8.2	30.6	49.1
Wisconsin	5,980	(*)	.8	3.4	6.1	39.4	50.4
Wyoming	205	(*)	(*)	(*)	5.4	25.6	69.0
U.S. total	212,818	.5	1.2	4.4	10.5	31.1	52.3

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A–23.—FEMALE ADULT RECIPIENTS BY WORK PROGRAM STATUS, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986

State	Total female adults	Mandatory registrant	Voluntary registrant	Exempt: ill or incapacitated	Exempt: child or other care	Exempt: other reason	Unknown status
Alabama	40,623	18.7	4.6	.8	28.5	46.1	1.3
Alaska	5,930	16.0	1.5	3.4	57.3	9.1	12.6
Arizona	21,128	21.2	1.0	5.1	44.8	25.5	2.4
Arkansas	18,826	40.3	.2	2.9	27.9	26.2	2.5
California	449,717	28.3	1.6	4.0	59.9	6.0	.2
Colorado	24,995	26.5	2.6	5.6	57.9	4.4	3.0
Connecticut	36,270	32.9	3.4	3.0	59.2	1.3	.1
Delaware	6,724	29.0	1.2	4.8	62.7	2.4	(*)
District of Columbia	17,825	25.9	.9	3.4	64.5	4.7	.6
Florida	75,484	20.5	2.4	3.8	65.8	6.6	.9
Georgia	66,153	25.1	.8	2.7	65.5	5.2	.6
Hawaii	13,847	16.6	.6	7.3	55.3	18.7	1.5
Idaho	5,531	26.1	4.0	3.4	60.7	4.2	1.6
Illinois	209,036	31.5	.4	5.2	59.3	3.4	.3
Indiana	50,206	28.3	10.3	1.2	45.9	12.9	1.5

TABLE A-23.—FEMALE ADULT RECIPIENTS BY WORK PROGRAM STATUS, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986—Continued

State	Total female adults	Mandatory registrant	Voluntary registrant	Exempt: ill or incapacitated	Exempt: child or other care	Exempt: other reason	Unknown status
Iowa	36,001	21.2	2.7	1.5	59.9	14.5	.1
Kansas	19,812	22.4	1.2	3.2	58.1	14.8	.3
Kentucky	49,073	20.9	3.4	.5	24.4	50.7	.2
Louisiana	67,539	13.6	.9	.5	36.4	.3	48.4
Maine	17,576	18.0	4.5	1.7	48.7	26.9	.2
Maryland	61,115	29.2	1.6	5.9	56.6	6.0	.7
Massachusetts	77,325	33.1	10.0	5.3	48.0	3.2	.5
Michigan	210,613	89.1	2.1	2.8	2.1	3.6	.3
Minnesota	49,106	22.1	.6	2.4	46.4	27.5	1.0
Mississippi	44,312	7.2	2.7	1.6	23.1	63.2	2.3
Missouri	56,833	13.5	2.3	.6	22.3	2.3	58.9
Montana	8,198	25.1	1.9	1.9	63.3	7.5	.4
Nebraska	13,449	97.2	(*)	(*)	(*)	.8	2.0
Nevada	4,593	16.0	1.6	3.9	68.4	9.5	.7
New Hampshire	4,257	23.9	2.9	4.4	63.6	3.5	1.7
New Jersey	106,816	40.4	1.0	1.4	52.9	4.0	.2
New Mexico	15,918	15.1	2.0	5.6	56.1	12.4	8.7
New York	338,230	30.2	1.8	6.0	52.0	6.0	4.1
North Carolina	56,963	33.4	4.2	2.8	51.4	3.9	4.2
North Dakota	4,416	36.8	5.2	2.9	42.6	10.5	2.0
Ohio	203,455	30.8	1.4	2.7	56.5	8.2	.4
Oklahoma	26,398	92.4	(*)	4.2	.9	1.0	1.5
Oregon	25,466	38.8	1.0	5.0	52.5	2.4	.3
Pennsylvania	174,618	96.6	.2	(*)	2.2	.6	.4
Rhode Island	14,408	29.2	3.3	8.4	53.0	3.7	2.5
South Carolina	36,929	19.4	3.0	.9	35.2	40.4	1.1
South Dakota	4,927	31.4	4.0	2.9	57.0	3.8	.9
Tennessee	47,548	39.1	7.2	1.2	46.5	5.5	.5
Texas	112,255	21.6	8.4	4.3	58.8	6.9	.1
Utah	11,949	16.2	4.7	2.6	64.5	11.2	.8
Vermont	6,932	19.5	1.0	6.7	68.4	4.4	(*)
Virginia	46,618	33.9	2.2	4.1	58.7	.6	.5
Washington	59,837	25.1	1.6	5.3	62.5	4.9	.6
West Virginia	33,265	36.5	.5	4.6	53.2	5.0	.3
Wisconsin	79,253	27.0	.8	2.1	62.2	7.9	.1
Wyoming	3,368	34.0	5.1	5.1	51.7	3.5	.6
U.S. total	3,171,665	36.3	2.3	3.4	46.5	8.4	3.1

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A–24.—MALE ADULT RECIPIENTS BY WORK PROGRAM STATUS, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986

State	Total male adults	Registered	Exempt	Unknown
Alabama	995	10.0	80.0	10.0
Alaska	853	11.4	40.7	47.8
Arizona	1,065	15.0	85.0	(*)
Arkansas	647	23.3	66.7	10.0
California	89,662	77.7	21.5	.8
Colorado	1,734	25.2	62.0	12.8
Connecticut	1,909	64.0	33.3	2.7
Delaware	320	58.4	41.6	(*)
District of Columbia	613	36.3	59.1	4.6
Florida	1,201	25.9	64.5	9.7
Georgia	2,066	20.2	72.3	7.4
Hawaii	3,247	30.0	66.3	3.7
Idaho	611	44.9	48.2	6.9
Illinois	23,568	79.1	18.5	2.3
Indiana	2,196	31.1	59.9	8.9
Iowa	8,158	57.0	42.7	.3
Kansas	3,976	59.1	40.9	(*)
Kentucky	3,583	18.9	79.5	1.6
Louisiana	963	6.7	33.3	60.0
Maine	3,988	39.3	59.3	1.4
Maryland	3,862	49.8	47.9	2.3
Massachusetts	6,844	51.4	44.2	4.4
Michigan	37,204	86.4	11.9	1.7
Minnesota	9,601	52.9	43.2	3.9
Mississippi	1,399	5.4	78.6	16.1
Missouri	6,510	18.9	5.0	76.0
Montana	1,414	47.9	47.7	4.3
Nebraska	1,853	94.8	(*)	5.2
Nevada	134	22.0	78.0	(*)
New Hampshire	213	17.6	76.7	5.7
New Jersey	6,104	57.4	41.8	.8
New Mexico	1,672	3.4	79.2	17.4
New York	34,606	41.1	52.3	6.6
North Carolina	1,980	31.6	50.0	18.4
North Dakota	369	36.4	56.2	7.4
Ohio	45,129	82.0	16.8	1.2
Oklahoma	1,748	56.9	30.7	12.4
Oregon	2,790	58.6	39.7	1.7
Pennsylvania	25,719	95.9	1.2	3.0
Rhode Island	1,509	25.5	68.6	5.9

TABLE A–24.—MALE ADULT RECIPIENTS BY WORK PROGRAM STATUS, BY STATE, OCTOBER 1985 TO SEPTEMBER 1986—Continued

State	Total male adults	Registered	Exempt	Unknown
South Carolina	1,426	12.0	83.0	5.0
South Dakato	334	37.9	48.4	13.7
Tennessee	2,132	43.2	54.5	2.3
Texas	6,122	20.7	78.0	1.4
Utah	843	25.9	66.7	7.4
Vermont	1,256	55.6	44.4	(*)
Virginia	1,940	26.7	70.6	2.6
Washington	10,759	65.4	34.3	.3
West Virginia	15,393	79.2	19.9	.9
Wisconsin	19,147	73.2	26.2	.5
Wyoming	235	45.5	49.7	4.7
U.S. total	401,600	67.2	28.9	3.9

Source: "Characteristics and Financial Circumstances of AFDC Recipients, 1986," Department of Health and Human Services.

TABLE A–25.—FEDERAL FUNDING FOR CHILD WELFARE, FOSTER CARE, AND ADOPTION ACTIVITIES UNDER TITLES IV–B AND IV–E OF THE SOCIAL SECURITY ACT, 1981–89

[In thousands of dollars]

Fiscal year	Title IV–E independent living program	Title IV–B, child welfare services	Title IV–E foster care State claims	State use of FC funds for Title IV–B, CWS	Title IV–E adoption assistance	Total, Titles IV–B and IV–E
1981		163,550	308,777	74,109	486	546,922
1982		156,326	373,849	20,560	4,735	555,470
1983		156,326	391,265	32,608	12,564	592,763
1984		165,000	463,946	32,176	25,223	686,345
1985		200,000	531,535	19,592	42,344	793,471
1986		198,099	612,781	14,896	54,518	880,294
1987 (est.)	45,000	222,500	690,314	11,345	71,634	1,040,793
1988 (est.)	45,000	239,350	760,070	6,990	109,969	1,161,379
1989 (est.)	0	239,350	825,033	7,008	133,936	1,205,327

Source: Department of Health and Human Services.

TABLE A-26.—TITLE IV-E FOSTER CARE: EXPENDITURES, TITLE IV-B TRANSFERS, NUMBER OF CHILDREN BY STATE, FISCAL YEAR 1987

State	Fiscal year 1987 foster care expenditures	IV-B transfer	Fiscal year 1987 average monthly number of children
Alabama	$1,979,717	$600,000	1,339
Alaska	405,956		61
Arizona	3,121,912		544
Arkansas	1,115,324		389
California	154,075,568		23,706
Colorado	3,895,694		1,550
Connecticut	4,060,019		1,144
Delaware	396,037	99,387	242
District of Columbia	3,722,328		289
Florida	5,386,764		1,582
Georgia	10,329,324		2,113
Hawaii	76,228		41
Idaho	284,878	245,570	161
Illinois	25,357,157		5,754
Indiana	1,208,788	1,049,653	1,359
Iowa	3,525,473	413,768	1,143
Kansas	4,182,419		1,067
Kentucky	7,120,661		1,521
Louisiana	13,297,484		2,497
Maine	4,119,038		682
Maryland	11,826,743		1,192
Massachusetts	5,174,976		900
Michigan	51,865,292		6,933
Minnesota	5,878,608		1,156
Mississippi	1,000,751	686,172	622
Missouri	14,201,755		2,168
Montana	1,745,987		320
Nebraska	3,380,255		879
Nevada	579,175	50,532	320
New Hampshire	1,103,853		1,000
New Jersey	14,412,599		3,364
New Mexico	3,370,434		668
New York	182,946,533	2,677,670	17,445
North Carolina	2,512,635	156,880	1,378
North Dakota	1,181,450		284
Ohio	20,756,093		4,225
Oklahoma	3,888,861		832
Oregon	8,237,335	500,617	1,420

TABLE A-26.—TITLE IV-E FOSTER CARE: EXPENDITURES, TITLE IV-B TRANSFERS, NUMBER OF CHILDREN BY STATE, FISCAL YEAR 1987—Continued

State	Fiscal year 1987 foster care expenditures	IV-B transfer	Fiscal year 1987 average monthly number of children
Pennsylvania	50,949,371	1,983,039	7,500
Rhode Island	2,812,959		461
South Carolina	3,239,121		1,040
South Dakota	544,747	155,843	242
Tennessee	1,946,445	981,088	1,045
Texas	13,332,974		2,931
Utah	833,810		299
Vermont	3,643,016		612
Virginia	3,778,382	962,404	1,836
Washington	4,835,178	736,927	1,077
West Virginia	6,865,428		664
Wisconsin	15,808,000		2,746
Wyoming	0		0
Total	690,313,535	11,344,550	112,743

Source: Department of Health and Human Services.

TABLE A-27.—NUMBER OF FOSTER CARE CHILDREN UNDER TITLES IV-A AND IV-E, FISCAL YEARS 1962-87

Fiscal year	Average monthly number of children
1987	112,743
1986	110,586
1985	109,122
1984	102,049
1983	97,360
1982	98,309
1981	104,852
1980	100,272
1979	103,771
1978	106,504
1977	110,494
1976	114,962
1975	106,869
1974	90,000
1973	84,097

TABLE A-27.—NUMBER OF FOSTER CARE CHILDREN UNDER TITLES IV-A AND IV-E, FISCAL YEARS 1962-87—Continued

Fiscal year	Average monthly number of children
1972	71,118
1971	57,075
1970	34,450
1969	16,750
1968	8,500
1967	8,030
1966	7,385
1965	5,623
1964	4,081
1963	2,308
1962	989

Source: Department of Health and Human Services.

TABLE A-28.—ADOPTION ASSISTANCE STATE CLAIMS FISCAL YEARS 1986-88 AND ESTIMATED AVERAGE NUMBER OF CHILDREN RECEIVING ADOPTION ASSISTANCE, BY STATE, FISCAL YEAR 1988

[Dollar amounts in thousands]

State	Fiscal year—			
	1986 claims	1987 claims (estimate)	1988 claims (estimate)	1988 estimated average monthly number of children
Alabama	$174	$187	$287	159
Alaska	23	106	163	26
Arizona	553	709	1,088	281
Arkansas	206	358	550	148
California	6,919	9,481	14,555	2,766
Colorado	222	375	576	243
Connecticut	270	513	788	248
Delaware	46	69	106	73
District of Columbia	411	590	906	241
Florida	1,708	2,538	3,896	1,051
Georgia	94	162	249	139
Hawaii	8	18	28	14
Idaho	42	70	107	65
Illinois	1,856	2,667	4,094	1,712
Indiana	372	585	898	516

TABLE A–28.—ADOPTION ASSISTANCE STATE CLAIMS FISCAL YEARS 1986–88 AND ESTIMATED AVERAGE NUMBER OF CHILDREN RECEIVING ADOPTION ASSISTANCE, BY STATE, FISCAL YEAR 1988—Continued

[Dollar amounts in thousands]

State	Fiscal year—			
	1986 claims	1987 claims (estimate)	1988 claims (estimate)	1988 estimated average monthly number of children
Iowa	196	268	411	328
Kansas	171	222	341	267
Kentucky	441	596	915	368
Louisiana	433	711	1,091	576
Maine	337	453	695	233
Maryland	583	464	712	381
Massachusetts	562	823	1,263	439
Michigan	6,000	8,253	12,669	3,606
Minnesota	537	439	674	378
Mississippi	290	380	583	307
Missouri	955	1,108	1,701	917
Montana	73	85	130	19
Nebraska	320	366	562	296
Nevada	14	14	21	40
New Hampshire	31	75	115	65
New Jersey	2,742	3,692	5,668	1,274
New Mexico	222	348	534	160
New York	16,462	18,880	28,987	10,435
North Carolina	357	504	774	1,078
North Dakota	112	108	166	87
Ohio	3,418	6,096	9,358	2,237
Oklahoma	178	259	398	178
Oregon	221	282	433	268
Pennsylvania	1,141	1,279	1,963	409
Rhode Island	620	910	1,397	308
South Carolina	383	549	843	273
South Dakota	55	141	216	132
Tennessee	316	482	740	230
Texas	1,723	1,664	2,554	990
Utah	152	266	408	105
Vermont	270	272	418	53
Virginia	346	589	904	429
Washington	453	464	712	553
West Virginia	254	241	370	51

TABLE A-28.—ADOPTION ASSISTANCE STATE CLAIMS FISCAL YEARS 1986-88 AND ESTIMATED AVERAGE NUMBER OF CHILDREN RECEIVING ADOPTION ASSISTANCE, BY STATE, FISCAL YEAR 1988—Continued

[Dollar amounts in thousands]

State	Fiscal year—			
	1986 claims	1987 claims (estimate)	1988 claims (estimate)	1988 estimated average monthly number of children
Wisconsin	1,246	1,923	2,952	740
Wyoming	0	0	0	0
Total	54,518	71,634	109,969	35,892

TABLE A-29.—AVERAGE MONTHLY NUMBER OF CHILDREN RECEIVING BENEFITS UNDER TITLE IV-E ADOPTION ASSISTANCE PROGRAM, FISCAL YEARS 1981-88

Fiscal year	Number of States participating	Average monthly number of children
1981	6	165
1982	23	2,402
1983	48	5,309
1984	49	11,581
1985	49	16,009
1986	50	22,196
1987 (Estimated)	50	27,294
1988 (Estimated)	50	35,892

Source: Department of Health and Human Services.

TABLE A-30.—EMERGENCY ASSISTANCE: CASELOAD AND PAYMENTS, BY STATE, FISCAL YEAR 1987

(PRELIMINARY DATA)

State	Average monthly—	
	Caseload	Payment
California [1]	665	$2,323,335
Delaware	168	25,159
District of Columbia	1,838	81,136
Georgia	1,589	616,954
Illinois	188	36,052

TABLE A-30.—EMERGENCY ASSISTANCE: CASELOAD AND PAYMENTS, BY STATE, FISCAL YEAR 1987—Continued

(PRELIMINARY DATA)

State	Average monthly—	
	Caseload	Payment
Kansas	143	25,046
Maine	278	81,595
Maryland	1,523	377,057
Massachusetts	5,459	2,274,135
Michigan	5,111	1,317,797
Minnesota	1,422	602,563
Montana	80	19,929
Nebraska	137	81,426
New Jersey [2]	780	740,095
New York [2]	7,676	5,489,065
North Carolina	2,621	700,821
Ohio	3,834	517,303
Oklahoma	1,358	277,950
Oregon	1,727	330,707
Pennsylvania	59	14,033
Puerto Rico	759	17,216
Vermont	279	34,341
Virgin Islands	2	754
Virginia	18	5,511
Washington	569	217,697
West Virginia	1,117	109,222
Wisconsin	633	131,515
Wyoming	357	82,435
U.S. total	40,390	16,530,848

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[1] California's EA payments for July, August, and September were average of the first three quarters.

[2] New Jersey's EA payments and caseload data for July, August, and September were taken from Form SSA-3645, "Flash" Report. New York's caseload data were also taken from this form.

Source: Department of Health and Human Services.

PART II

CHILD SUPPORT AND ESTABLISHMENT OF PATERNITY

A. Description of Program

HISTORICAL DEVELOPMENT

When the Committee on Finance reported amendments in 1974 to provide for the establishment of the child support enforcement program, it observed:

"The enforcement of child support obligations is not an area of jurisprudence about which this country can be proud."

Citing studies that had been done on the subject of nonsupport of children, the Committee commented:

"Thousands of unserved child support warrants pile up in many jurisdictions and often traffic cases have a higher priority. The blame for this situation is shared by judges, prosecutors and welfare officials alike, and is reinforced by certain myths which have grown up about deserting fathers."

The Committee's proposal to create a new child support enforcement program reflected a desire to improve in a very significant way the collection of support on behalf of children with absent parents. In presenting its rationale for the new program, the Committee stated:

"The Committee believes that all children have the right to receive support from their fathers. The Committee bill . . . is designed to help children attain this right, including the right to have their fathers identified so that support can be obtained. The immediate result will be a lower welfare cost to the taxpayer but, more importantly, as an effective support collection system is established fathers will be deterred from deserting their families to welfare and children will be spared the effects of family breakup."

In the years prior to enactment of the new child support program, the Committee had made continuing efforts to strengthen the law on behalf of children deprived of their parents' support because of desertion and illegitimacy.

As early as 1950 the Committee provided for prompt notice to law enforcement officials of the furnishing of Aid to Families with Dependent Children Program benefits with respect to a child who had been deserted or abandoned.

In 1967, the Committee instituted what it believed would be an effective program of enforcement of child support and determination of paternity. The 1967 amendments to the Social Security Act required the State welfare agencies to establish a single, identifiable unit with the responsibility of undertaking to establish the paternity of each child receiving welfare who was born out of wedlock and to secure support for him. If the child had been deserted by the parent, the welfare agency was required to secure support from the deserting parent, using any reciprocal arrangements adopted with other States to obtain or enforce court orders for support. The amendments also required the State welfare agencies to enter into cooperative arrangements with the courts and with law enforcement officials to carry out the program. In order to assist in locating absent parents, the law gave access to records (if there was a court order) of both the Social Security Administration and of the Internal Revenue Service.

Although it was hoped that the States would use the 1967 mandate to improve their programs in behalf of deserted children, there was in fact very little increased activity on the part of most States in the succeeding years. By 1972 the Committee had concluded that the law needed to be strengthened, and efforts began to enact new legislation to require the States to improve their program for establishing and collecting support. These efforts culminated in the enactment in 1975 of the present child support enforcement program as title IV-D of the Social Security Act (P.L. 93-647).

The 1975 legislation had the desired effect of prompting the States to begin to develop child support enforcement programs on a significant scale. The program gradually gained momentum. More than $2 billion in child support was collected in fiscal year 1983, nearly four times the amount collected in 1976. The number of parents who were located using program location resources also increased fourfold, to 800,000 in 1983. Paternity was established on behalf of 209,000 children in 1983, compared to only 15,000 in 1976.

THE CHILD SUPPORT ENFORCEMENT AMENDMENTS OF 1984

As the effectiveness of the program grew, interest in enhancing that effectiveness also grew. In 1984, the Congress enacted the Child Support Enforcement Amendments of 1984 (P.L. 98-378).

The 1984 amendments reflected a specific effort to refocus the child support enforcement program to serve a broader clientele. Although the 1975 legislation required States to provide services to all those who applied for them, regardless of whether they were receiving AFDC, a number of States had served relatively few nonwelfare mothers. The new legislation spoke in terms of serving all children in the United States who are in need of assistance in securing financial support from their parents, regardless of their circumstances. This intent was reinforced by a change in funding rules to give States financial incentives to make collections on behalf of both non-welfare and welfare families, instead of incentives based solely on collections on behalf of welfare families, as had been the case under prior law.

The 1984 amendments also gave the States specific new enforcement tools. Under prior law, States were free to use the enforcement tools they wished. Some States had used tough procedures, others had not. This discretion was removed. The 1984 law required all States to have in effect laws that establish the following procedures with respect to cases being enforced under the Federally-aided child support program:

(1) Mandatory wage withholding for all families receiving services under the title IV-D program (including both AFDC and non-AFDC families) if support payments are delinquent in an amount equal to one month's support. States must also allow absent parents to request withholding at an earlier date;

(2) Imposing liens against real and personal property for amounts of overdue support;

(3) Withholding of State tax refunds payable to a parent of a child receiving IV-D services, if the parent is delinquent in support payments;

(4) Making available information regarding the amount of overdue support owed by an absent parent to any consumer credit bureau, upon request of such organization;

(5) Requiring individuals who have demonstrated a pattern of delinquent payments to post a bond, or give some other guarantee to secure payment of overdue support;

(6) Establishing expedited processes within the State judicial system or under administrative processes for obtaining and enforcing child support orders and, at the option of the State, for determining paternity;

(7) Notifying each AFDC recipient at least once each year of the amount of child support collected on behalf of that recipient; and

(8) Permitting the establishment of paternity until a child's 18th birthday.

In addition to requiring the States to adopt new enforcement tools, the law also required the Internal Revenue Service to withhold Federal tax refunds that are due an individual who is delinquent in making child support payments, under specified circumstances. Under prior law such withholding occurred only with respect to parents of children who are receiving welfare. The new law extended the withholding procedure to the parents of non-welfare children beginning with refunds payable in 1986.

Other major provisions included: a reduction in the Federal matching rate from 70 percent to 68 percent in fiscal years 1988 and 1989, and to 66 percent in fiscal year 1990 and each year thereafter; a requirement that each State establish non-binding guidelines for child support awards within the State; and a revision of the audit and penalty provision requiring the Federal Office of Child Support Enforcement to conduct audits of State program performance at least every three years (instead of every year as under prior law), and to impose a gradually increasing penalty on States that fail to operate a program that is in substantial compliance with Federal laws and regulations.

FEDERAL OFFICE OF CHILD SUPPORT ENFORCEMENT

One of the major concerns of the Committee when it designed the child support enforcement program was to assure that the program would have sufficient visibility and stature to be able to operate effectively. The 1974 Committee bill thus required the Department of Health, Education, and Welfare (now Health and Human Services) to set up a separate organizational unit under the control of an Assistant Secretary for child support who would report directly to the Secretary. This provision was subsequently modified by conferees to omit the requirement that the unit be headed by an Assistant Secretary. However, the basic requirement of establishing a separate unit under the control of a person designated by and reporting directly to the Secretary was retained.

Under a March, 1977 reorganization of the Department, the Commissioner of Social Security was designated as the Administrator of the Office of Child Support Enforcement (OCSE). In 1986 the Department was again reorganized and the Administrator of the new Family Support Administration was designated to serve concurrently as Director of the OCSE. The Family Support Administration also is responsible for administering the Aid to Families with Dependent Children program.

The responsibilities of the Director of the OCSE include: establishing State standards to assure program effectiveness, reviewing and approving State plans, administering the audit and penalty provisions of the law, providing States with technical assistance, and setting organizational and staffing requirements for State agencies.

STATE RESPONSIBILITIES

The basic responsibility for child support enforcement and establishment of paternity rests with the States. The law requires each State to designate a single and separate organizational unit of State government to administer the program. The 1967 child support legislation had required that the program be administered by the welfare agency. The 1975 Act deleted this requirement in order to give each State the opportunity to select the most effective administrative mechanism. Most States have placed the child support agency within the social or human services umbrella agency that also administers the AFDC program. Some States, however, have established different administrative arrangements. For example, Alaska, Montana and Massachusetts have placed the child support program in the State revenue department. In Texas, the State attorney general administers the program. The programs may be administered either by a State agency, or by localities under State supervision. Most programs are State administered.

States are required to operate their programs in accordance with State plans. These plans must provide for the use of enforcement tools, such as wage withholding, that were added as requirements by the 1984 amendments. In addition, the plans must provide that the State will undertake to secure support for AFDC and foster care children whose rights to support have been assigned to the State. (Assignment of rights to support is a condition of eligibility for AFDC benefits.) It must also provide for the establishment of paternity for AFDC children. Effective July 1, 1988, States must also provide child support services on behalf of all families referred by the State Medicaid agency, regardless of their eligibility for AFDC.

With respect to non-AFDC families, the State must make available, upon application, the collection and paternity determination services that are provided to AFDC families. The State must charge an application fee for these services (set at a maximum of

$25, but the maximum is subject to future adjustment by the Secretary to reflect changes in administrative costs). This fee may be paid by the parent applying for the services, recovered from the absent parent, or paid for by the State from its own funds. The State may (but is not required to) recover costs in excess of the fee either from the absent parent, or from the individual who receives the services. If the State chooses the latter option, it must have in effect a procedure whereby all persons in the State who have authority to order support are informed that the costs will be collected from the individual to whom the services are made available.

State plans must also provide for: entering into cooperative arrangements with appropriate courts and law enforcement officials to assist the child support agency in administering the program; establishing and using a State Parent Locator Service to locate absent parents; and cooperating with other States in establishing paternity, locating absent parents, and in securing compliance with an order by another State.

ROLE OF FEDERAL COURTS

Under the child support enforcement program, States may have access to the Federal courts to enforce court orders for support in cases involving interstate enforcement. It is the responsibility of the director of the OCSE to receive applications from States for permission to use these courts. He must approve applications for use of the Federal district court if he finds that a State has not undertaken to enforce the court order of the originating State within a reasonable time, and that use of the Federal court is the only reasonable method of enforcing the court order.

In practice, the States have made virtually no use of this interstate enforcement tool.

USE OF THE IRS

States may call upon the Internal Revenue Service for assistance in collecting past-due support.

Amendments enacted in 1981 (P.L. 97-35) authorized the withholding from Federal tax refunds of past-due support owed on behalf of an AFDC child. This authority was extended to include past-due support owed on behalf of a non-AFDC minor child by the 1984 amendments. Amounts of past-due support that have been collected through this offset mechanism have grown from $175 million in 1983 to $339 million in 1987. (See table B-29 for State-by-State data.)

The statute also authorizes the States to request that the IRS use its regular enforcement tools to collect delinquent child support payments. States must reimburse the Federal Government for any costs involved in making the collections. To date, little use has been made of this mechanism ($464,035 was collected in 1987). (See table B-30 for State-by-State data.)

FEDERAL PARENT LOCATOR SERVICE

The statute requires the Secretary of HHS to establish and operate a Federal Parent Locator Service to be used to find absent parents in order to enforce child support obligations. Upon request, the Secretary must provide to an authorized person the most recent address and place of employment of any absent parent if the information is contained in the records of the Department of Health and Human Services, or can be obtained from any other department or agency of the United States or of any State.

The Federal Parent Locator Service processed approximately 950,000 requests for location assistance in 1986.

WITHHOLDING FROM UNEMPLOYMENT COMPENSATION

The law requires the State child support agencies to use information available from State unemployment offices to determine whether any individual receiving compensation owes child support obligations that are being enforced by the child support agency. If so, the child support agency must either reach an agreement with the individual for withholding from his unemployment compensation check or, in the absence of such an agreement, bring legal process to require withholding. In 1987, about $37.3 million was collected in this manner, up from $28.0 million in 1983. (See table B-31 for State-by-State data.)

GARNISHMENT OF FEDERAL PAYMENTS

Title IV-D of the Social Security Act also includes a provision allowing garnishment of wages and other payments made by the Federal Government for enforcement of child support and alimony obligations. The statute provides that monies (the entitlement to which is based upon remuneration for employment) payable by the United States to any individual are subject to legal process brought for the enforcement against such individual of his legal obligation to provide child support or make alimony payments. The law sets forth in detail the procedures which must be followed for service of legal process, and specifies that the term "based upon remuneration for employment" includes wages, periodic benefits for the payment of pensions, retirement or retired pay (including Social Security and other retirement benefits), and other kinds of Federal payments.

ALLOTMENTS FOR SUPPORT OWED BY MEMBERS OF THE UNIFORMED SERVICES

Title IV-D requires that in any case in which a member of the uniformed services on active duty fails to make periodic child support payments under a child support order (which must meet specified criteria), and the delinquency is in an amount equal to the support payable for two months or longer, the member must make allotments from his pay and allowances. The amount of the allotment is the amount necessary to comply with the order, subject to limitations established by the Consumer Credit Protection Act.

FEDERAL MATCHING FOR ADMINISTRATIVE COSTS

The Federal Government currently pays 68 percent of State and local administrative costs for services to both AFDC and non-AFDC families on an open-ended entitlement basis. The matching rate was reduced from 75 percent to 70 percent for fiscal years 1983-1987 by a provision in the Tax Equity and Fiscal Responsibility Act of 1982 (P.L. 97-247). Under the Child Support Enforcement Amendments of 1984 (P.L. 98-378), the matching rate was further reduced to 68 percent for fiscal years 1988 and 1989, and to 66 percent for fiscal year 1990 and years thereafter.

FEDERAL MATCHING FOR AUTOMATED SYSTEMS

Ninety percent Federal matching is available, on an open-ended entitlement basis, to States that elect to establish an automated data processing and information retrieval system designed to assist management in the administration of the State plan, so as to control, account for, and monitor all the factors in the support enforcement collection and paternity determination process. Funds may be used to plan, design, develop, and install or enhance the system. The Secretary must approve the system as meeting specified conditions before matching is available.

An amendment in the Child Support Enforcement Amendments of 1984 specified that the 90 percent matching rate is available to pay for the acquisition of computer hardware. The amendment also specified that if a State meets the Federal requirements for 90 percent matching, it may use 90 percent matching funds to pay for the development and improvement of the income withholding and other procedures required in the 1984 law.

According to the Administration, 36 States are currently involved in some phase of development for Statewide, comprehensive systems at the 90 percent matching rate. Federal spending for this purpose has been as follows: Fiscal year 1983—$1.3 million; 1984—$5.2 million; 1985—$11.1 million; 1986—$12 million; 1987—$33 million, and 1988 (estimated)—$40 million.

DISTRIBUTION OF COLLECTIONS

The first $50 in monthly support payments collected on behalf of an AFDC family is passed on to the family without affecting the amount of its AFDC payment. (This $50 "pass-through" provision was added in 1984 by P.L. 98-369.) (See Table B-1 for amounts that are paid to families under this provision in each State.) Additional collections made on behalf of AFDC families are used to offset the cost to the Federal and State governments of welfare payments made to the family. The amounts retained by the government are distributed between the Federal and State governments according to the proportional matching share which each has under a State's AFDC program.

Child support collections made on behalf of non-AFDC families are generally passed through in full to the families, although if the family has previously received AFDC, amounts collected that represent arrearages and are in excess of specified monthly support payments may be retained by the agency and distributed between the Federal and State governments in the same way that collections on behalf of AFDC recipients are distributed.

FEDERAL INCENTIVE PAYMENTS

As an incentive to encourage State and local governments to participate in the child support program and to operate their programs on a cost effective basis, the law provides a schedule of Federal incentive payments. Each State is eligible to receive a basic payment equal to a minimum of 6 percent of collections made on behalf of AFDC families, and 6 percent of collections made on behalf of non-AFDC families. The amount of each State's incentive payment can reach a high of 10 percent of AFDC collections, plus 10 percent of non-AFDC collections, depending on the State's ratio of administrative costs to collections. There is a limit on the incentive payments for non-AFDC collections. The incentive payments for these collections currently may not exceed 105 percent of incentive payments for AFDC collections. This percentage increases to 110 percent in 1989 and 115 percent in 1990 and years thereafter. The laboratory costs for blood-testing for establishing paternity are excluded from the State's administrative costs in determining the State's cost/collection ratios for purposes of determining the amount of the incentive payment. In addition, for purposes of computing these ratios, interstate collections are credited to both the initiating and responding States. (See table B-13 for State-by-State data on incentive payments.)

Incentives are paid according to the following cost/collection ratios (ratio of AFDC collections to total administrative costs, and ratio of non-AFDC collections to total administrative costs).

Ratio	*Incentive equal to this percent of collections*
Cost/collection ratio below 1.4:1	6
Cost/collection ratio of:	
1.4:1	6.5
1.6:1	7.0
1.8:1	7.5
2.0:1	8.0
2.2:1	8.5
2.4:1	9.0
2.6:1	9.5
2.8:1	10.0

TABLE B-1.—CHILD SUPPORT "PASSED-THROUGH" TO AFDC FAMILIES UNDER $50 DISREGARD PROVISION, FISCAL YEARS 1985–1987

[In thousands of dollars]

State	1985	1986	1987 [1]
Alabama	$1,607	$4,159	$4,199
Alaska	10	290	331
Arizona	178	539	607
Arkansas	498	2,149	2,342
California	6,000	26,646	27,343

TABLE B-1.—CHILD SUPPORT "PASSED-THROUGH" TO AFDC FAMILIES UNDER $50 DISREGARD PROVISION, FISCAL YEARS 1985–1987—Continued

[In thousands of dollars]

State	1985	1986	1987 [1]
Colorado	747	1,589	1,654
Connecticut	820	3,385	3,228
Delaware	179	788	798
District of Columbia	125	558	589
Florida	3,465	7,043	6,883
Georgia	1,424	4,390	5,227
Guam	49	67	62
Hawaii	252	1,033	970
Idaho	6	598	628
Illinois	4,651	6,109	7,338
Indiana	3,392	5,528	5,156
Iowa	1,031	4,487	4,202
Kansas	318	1,502	1,635
Kentucky	1,406	3,029	3,193
Louisiana	72	4,447	4,855
Maine	1,543	2,191	2,499
Maryland	2,911	6,934	6,834
Massachusetts	2,159	9,908	10,221
Michigan	9,842	21,042	20,975
Minnesota	3,977	5,836	6,111
Mississippi	166	1,710	2,140
Missouri	2,652	3,120	3,597
Montana	88	476	473
Nebraska	278	1,186	1,199
Nevada	135	356	365
New Hampshire	114	455	431
New Jersey	2,607	10,730	10,535
New Mexico	164	689	780
New York	12,635	23,615	21,667
North Carolina	3,649	8,470	8,982
North Dakota	432	600	726
Ohio		14,180	15,611
Oklahóma	785	1,177	1,254
Oregon	2,174	2,305	2,155
Pennsylvania		16,086	16,658
Puerto Rico	623	866	950
Rhode Island	1,125	1,210	1,158
South Carolina	1,579	3,474	3,954
South Dakota	228	442	503

TABLE B-1.—CHILD SUPPORT "PASSED-THROUGH" TO AFDC FAMILIES UNDER $50 DISREGARD PROVISION, FISCAL YEARS 1985-1987—Continued

[In thousands of dollars]

State	1985	1986	1987 [1]
Tennessee	2,157	3,618	4,291
Texas	1,386	3,130	3,596
Utah	739	1,406	1,850
Vermont	193	812	893
Virgin Islands	22	91	77
Virginia	1,260	2,037	2,776
Washington	3,301	4,693	4,398
West Virginia	842	1,158	1,152
Wisconsin	7,616	9,913	11,442
Wyoming	141	312	322
Nationwide total	93,772	242,593	251,841

[1] Preliminary data, February 11, 1988.

Source: Office of Child Support Enforcement.

B. Implementation of the 1984 Amendments

The Child Support Enforcement Amendments of 1984 (P.L. 98-378) required the States to implement a number of new enforcement tools designed to improve collections on behalf of both AFDC and non-AFDC families. These enforcement tools had an effective date of October 1, 1985. However, if there was a finding by the Secretary of HHS that implementation required a change in State law, the State was given leeway in implementation to accommodate the scheduling of the next session of the State legislature.

The major enforcement tools and the status of implementation by the States is shown on Table B-2 (as of February 26, 1988).

TABLE B-2.—1984 CHILD SUPPORT ENFORCEMENT AMENDMENTS IMPLEMENTATION STATUS REPORT, AS OF FEBRUARY 26, 1988

Requirements	Number of States	
	Implemented requirements [1]	Unimplemented requirements [2]
A. Mandatory requirements: [3]		
Mandatory wage withholding	53	1 Nevada
Expedited process	48	6 Colorado, Hawaii, New Mexico, Pennsylvania, Tennessee, Texas
State tax refund offset [4]	43	1 Pennsylvania
Liens	54	0
Paternity	54	0
Security or bond	54	0

TABLE B-2.—1984 CHILD SUPPORT ENFORCEMENT AMENDMENTS IMPLEMENTATION STATUS REPORT, AS OF FEBRUARY 26, 1988—Continued

Requirements	Number of States	
	Implemented requirements [1]	Unimplemented requirements [2]
Consumer credit	54	0
Wage withholding within orders	54	0
Non-AFDC application fee	54	0
Notice to AFDC recipients	54	0
Continuation of services	54	0
Enforcement for foster care	51	0 (Guam, Puerto Rico, and Virgin Islands do not participate in foster care program)
Spousal support	54	0
Services publicized	54	0
State commissions	42	1 (11 waivers)
Medical support	54	0
Extension of medicaid eligibility	54	0
Guidelines	50	4 District of Columbia, Maryland, Virginia, Guam
Non-AFDC Federal tax offset	54	0
Incentive payments to political subdivisions [5].	38	
B. Optional requirement:		
Late payment fees	4	

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[1] Includes States having an exemption to operate a similar existing procedure.

[2] Includes States with exemptions which have been revoked.

[3] All States must have statutes addressing each mandatory requirement or have an exemption from passing legislation.

[4] 10 States do not have "State Tax"—Therefore, only 44 States will be required to implement this requirement.

[5] States are required to pass through incentive payments to political subdivisions only if they are sharing in program costs.

Source: Office of Child Support Enforcement.

C. Census Data Relating to Receipt of Child Support

The U.S. Bureau of the Census has conducted surveys specifically designed to derive information on the receipt of child support. These surveys have been conducted in 1979, 1982, 1984, and 1986.

Findings from the most recent (1986) survey show that 61 percent of women living with children under 21 years of age were awarded (or had an agreement to receive) child support. About 48 percent of those who were not awarded support were women who had never been married, 23 percent were women who were currently separated, 16 percent were women who were currently divorced, and 12 percent were women who were divorced but had remarried.

Women who had been married were far more likely to have been awarded child support than never-married women. About 82 percent of women who were currently divorced, or divorced but remarried, had child support awards. Only 18 percent of never-married women had been awarded child support.

Awards also varied significantly by the educational attainment of the women. Only 45 percent of those with less than a high school education had been awarded support, compared with 77 percent of those who had four or more years of college education.

Eighty-one percent of those who had been awarded support were supposed to receive payments in 1985. Of those who were supposed to receive payments, about half received the full amount they were due. Twenty-six percent received nothing at all.

The Census data show that the amount of child support that is received is relatively low. The mean amount of support for all women who received some payment decreased from $2,341 in 1983 to $2,215 in 1985, a decrease of 12 percent after adjustment for inflation.

Excerpts from the Bureau of the Census publication, "Child Support and Alimony: 1985", are included at the end of this part (Appendix B).

D. Family Status of Children

Both the number and percentage of children living with one parent have grown substantially in the last quarter century. In 1960, 5.8 million children, or 9.2 percent of all children under 18, lived with one parent. By 1986, the number had grown to 14.8 million, or 23.3 percent of all children. (See Table B–3.)

The number of children living with a never-married parent has also grown substantially, from 243,000 or 0.4 percent of all children in 1960, to 3.9 million, or 6.2 percent of all children in 1986.

These numbers represent a snapshot of children at a particular time. The number of children living in other than a two-parent family during some part of their childhood is much greater. Sandra Hofferth of the National Institute of Child Health and Human Development published research findings in the February 1985 *Journal of Marriage and the Family* which project that 70 percent of white children born in 1980 will have spent at least some time with only one parent before they reach age 18. The proportion for black children is 94 percent. Of children born in 1980, white children can be expected to spend 31 percent of their childhood years with one parent, black children 59 percent. The research shows that children's experience depends on family type at birth. According to the Hofferth projections, 64 percent of white children born in 1980 into a first-marriage family could expect to live at some point in a one-parent family by age 17; they could expect to spend 25 percent of their childhood in such a family. The comparable figures are 89 percent and 44 percent for black children born in the same year.

TABLE B-3.—STATUS OF CHILDREN: 1960-86

[In thousands]

	1960	1970	1975	1980	1985	1986
Children under 18:						
Total in population	63,727	69,162	64,165	63,427	62,475	63,271
Living with 1 parent	5,832	8,199	11,246	12,466	14,635	14,759
As percent of all children	9.2	11.9	17.5	19.7	23.4	23.3
Living with never-married parent	243	557	1,198	1,820	3,756	3,924
As percent of all children	.4	.8	1.9	2.9	6.0	6.2
Receiving AFDC [1]	2,314	6,214	8,095	7,419	7,198	7,334

[1] Includes some children age 18-22 for years 1960-80.

Source: Based on Census and DHHS publications.

E. Enforcement of Interstate Support Obligations

Since the child support enforcement program began in 1975 there has been provision in the law to require States to cooperate in enforcing interstate cases. Specifically, the law requires each State to cooperate with any other State in establishing paternity, locating absent parents, and in securing compliance by an absent parent with an order issued in another State.

The Child Support Enforcement Amendments of 1984 included a provision to encourage interstate cooperation by providing Federal incentive payments for collections made in interstate cases to both the initiating and responding States. In addition, the legislation authorized $7 million in fiscal year 1985, $12 million in 1986, and $15 million in 1987 and years thereafter to fund special projects developed by States for demonstrating innovative techniques for improving child support collections in interstate cases.

In 1982, the Office of Child Support Enforcement funded a grant to study problems in the area of interstate collections and to recommend changes to improve State procedures. One of the recommendations of the Interstate Child Support Collections Study (issued May 1, 1985) was the development by the Federal Government of more comprehensive regulations governing interstate cases. On February 22, 1987, the Department of Health and Human Services published final regulations that require States to extend to interstate IV-D cases the full range of services available in the State for locating absent parents, establishing paternity, establishing child support obligations, and securing compliance by an absent parent with a support order. In addition, the regulations require that each State establish a central registry for receiving and controlling all incoming interstate IV-D cases. Time limits within which prescribed actions must be taken are also established.

It has long been recognized that States have been giving inadequate attention to the enforcement of interstate support obligations. Until recently, however, there have been no data on interstate enforcement activities. As a result of the 1984 amendments requiring more detailed data collection, some information on interstate activities is becoming available. According to the Office of Child Support Enforcement, in 1987 States reported using their title IV-D programs to make AFDC collections on behalf of other States totaling $91.5 million, and non-AFDC collections totaling $196.2 million. See tables B-4 and B-5 for State-by-State interstate collection data for AFDC (including foster care) and non-AFDC cases.

TABLE B-4.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (AFDC AND FOSTER CARE CASES), FISCAL YEARS 1985, 1986, AND 1987

[In thousands]

State	1985	1986	1987[1]
Alabama		$889	$1,037
Alaska	$313	1,288	2,159
Arizona		1,673	1,914
Arkansas		969	1,253
California		13,800	15,299
Colorado		2,120	2,457
Connecticut		1,532	1,589
Delaware	96	2,101	1,263
District of Columbia		686	706
Florida		6,934	7,386
Georgia		1,357	1,054
Guam	8	33	38
Hawaii	106	502	551
Idaho		191	770
Illinois		2,497	2,827
Indiana		2,124	2,279
Iowa		697	1,021
Kansas		838	951
Kentucky		765	751
Louisiana		209	1,332
Maine		315	337
Maryland		500	418
Massachusetts		2,835	3,039
Michigan		542	491
Minnesota	535	1,980	2,225
Mississippi		335	466
Missouri		278	608
Montana		96	335
Nebraska		317	528
Nevada	672	1,968	2,186
New Hampshire		410	337

TABLE B-4.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (AFDC AND FOSTER CARE CASES), FISCAL YEARS 1985, 1986, AND 1987—Continued

[In thousands]

State	1985	1986	1987 [1]
New Jersey		2,813	3,818
New Mexico		729	320
New York		723	989
North Carolina		614	217
North Dakota		162	201
Ohio		1,423	2,576
Oklahoma		988	1,027
Oregon		3,200	3,509
Pennsylvania		1,924	1,947
Puerto Rico		1,865	2,370
Rhode Island		670	676
South Carolina		2,209	2,587
South Dakota		443	530
Tennessee		1,654	1,741
Texas		2,850	3,881
Utah		657	955
Vermont			9
Virgin Islands		33	64
Virginia		173	1,195
Washington	1,966	4,577	4,143
West Virginia			26
Wisconsin		491	739
Wyoming		106	387
Nationwide total	3,698	79,109	91,541

[1] Preliminary data, February 11, 1988.

Source: Department of Health and Human Services.

TABLE B-5.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (NON-AFDC CASES), FISCAL YEARS 1985, 1986, AND 1987

[In thousands]

State	1985	1986	1987 [1]
Alabama		$1,494	$1,907
Alaska	$380	1,794	2,851
Arizona		2,477	2,941
Arkansas		1,136	1,523
California		16,275	21,290
Colorado		4,133	4,981

TABLE B-5.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (NON-AFDC CASES), FISCAL YEARS 1985, 1986, AND 1987—Continued

[In thousands]

State	1985	1986	1987 [1]
Connecticut		3,551	3,875
Delaware	356		1,150
District of Columbia		715	839
Florida		13,196	16,635
Georgia		3,639	5,398
Guam	12	65	62
Hawaii	197	1,345	531
Idaho		473	831
Illinois		2,817	3,493
Indiana		1,364	1,902
Iowa		969	1,646
Kansas		1,217	1,627
Kentucky		1,835	2,177
Louisiana		3,985	3,164
Maine		914	1,230
Maryland		4,500	8,285
Massachusetts		4,899	5,135
Michigan		4,468	2,888
Minnesota	319	2,140	2,491
Mississippi		615	796
Missouri		617	1,685
Montana		64	547
Nebraska		528	1,080
Nevada	1,681	3,231	3,564
New Hampshire		3,013	1,919
New Jersey		10,066	13,032
New Mexico		593	617
New York		17,207	20,695
North Carolina		20	24
North Dakota		118	159
Ohio		2,174	4,027
Oklahoma		1,424	1,762
Oregon		3,668	3,746
Pennsylvania		11,864	11,563
Puerto Rico		668	0
Rhode Island		436	486
South Carolina		153	615
South Dakota		182	336
Tennessee		3,480	3,853

TABLE B-5.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (NON-AFDC CASES), FISCAL YEARS 1985, 1986, AND 1987—Continued

[In thousands]

State	1985	1986	1987 [1]
Texas		5,051	6,577
Utah		1,037	1,622
Vermont			31
Virgin Islands		152	158
Virginia		517	10,721
Washington	2,301	5,327	5,322
West Virginia			358
Wisconsin		945	1,199
Wyoming		422	803
Nationwide total	5,248	152,995	196,180

[1] Preliminary data, February 11, 1988.

Source: Department of Health and Human Services.

F. Use of Guidelines in Setting Support Awards

Prior to the 1984 amendments, there was no provision in the law that addressed the adequacy or reasonableness of the amount of support awarded by judges or other officials with the authority to make child support awards. In 1984, the Committee on Finance approved an amendment, which was included in the final legislation (P.L. 98-378), that required States to develop a set of guidelines to be considered in determining support orders. Under the amendment, each State has the authority to determine the nature of its guidelines. The guidelines may be established by law or by judicial or administrative action. They must be made available to all judges and other officials who have the power to determine child support awards within the State, but need not be binding upon the judges or other officials. The 1984 amendment also requires the Secretary of HHS to furnish technical assistance to the States in establishing their guidelines.

Table B-6 shows, by State, the status of child support guidelines, the source of the authority under which they operate, and the type (model) of guidelines used in the State.

TABLE B-6.—STATUS OF CHILD SUPPORT GUIDELINES, BY STATE

State	Status	Source	Model [1]
Alabama	Advisory	Court rule	Income shares
Alaska [2]	Mandatory, agency, presumptive, court.	do	Percent
Arizona	Presumptive	do	Income shares

TABLE B-6.—STATUS OF CHILD SUPPORT GUIDELINES, BY STATE—Continued

State	Status	Source	Model [1]
Arkansas	Advisory	Bar association	Percent
California	Presumptive	Statute	Cost or percent
Colorado	do	do	Income shares
Connecticut	Advisory	Admin. rule	Do.
Delaware	Presumptive	Court rule	Melson
District of Columbia	Pending		
Florida	Advisory	Statute	Income shares
Georgia [2]	Mandatory, agency, advisory, court.	Advisory committee	Percent
Guam	Pending	do	Do.
Hawaii	Presumptive	Court rule	Melson
Idaho	do	Statute	Percent
Illinois [2]	Presumptive, court, mandatory, agency.	do	Do.
Indiana	Advisory	Court rule	Income shares
Iowa [2]	Mandatory, agency, advisory, court.	Statute	Percent
Kansas	Presumptive	Court rule	Income shares
Kentucky [2]	Mandatory, agency, advisory, court.	Statute	Cost
Louisiana	Advisory	Admin. rule	Percent
Maine [2]	Mandatory, agency, advisory, court.	do	Income shares
Maryland	Pending	do	Do.
Massachusetts	Advisory	Court rule	Do.
Michigan	Mandatory	do	Do.
Minnesota	Presumptive	Statute	Do.
Mississippi	Advisory	Advisory committee	Percent
Missouri [2]	Mandatory, agency, advisory, court.	do	Income shares
Montana [2]	do	do	Do.
Nebraska	Presumptive	Court rule	Do.
Nevada	do	Statute	Percent
New Hampshire [2]	Mandatory, agency, advisory, court.	Admin. rule	Do.
New Jersey	Presumptive	Court rule	Income shares
New Mexico	Advisory	do	Percent
New York	do	Statute	Do.
North Carolina	do	Admin. rule	Do.
North Dakota	do	Statute	Cost
Ohio	Presumptive	Court rule	Income shares

TABLE B-6.—STATUS OF CHILD SUPPORT GUIDELINES, BY STATE—Continued

State	Status	Source	Model[1]
Oklahoma[2]	Mandatory, agency, presumptive, court.	do	Do.
Oregon[2]	Mandatory, agency, advisory, court.	Statute	Do.
Pennsylvania[3]	Advisory or presumptive.	do	Type varies
Puerto Rico	Advisory	Admin. rule	Income shares
Rhode Island	Presumptive	Court rule	Do.
South Carolina	Advisory	Advisory committee	Do.
South Dakota[2]	Mandatory, agency, presumptive, court.	Statute	Cost
Tennessee	Advisory	Admin. rule	Percent
Texas	Presumptive	Court rule	Do.
Utah[2]	Mandatory, agency, advisory, court.	Admin. rule	Cost
Vermont[2]	Mandatory, agency, presumptive, court.	Statute	Income shares
Virgin Islands[2]	Pending		
Virginia[2]	Mandatory, agency, advisory, court.	Admin. rule	Cost
Washington[2]	do	do	Percentage Income shares
West Virginia	Presumptive	Emergency rule	Melson
Wisconsin	do	Statute	Percent
Wyoming	Advisory	Advisory committee	Do.

[1] Appendix A provides a general description of models used by States.

[2] Administrative process State.

[3] Determination left to the counties.

Source: Office of Child Support Enforcement, as of February 19, 1988.

Welfare reform legislation currently before the Congress would require States to make guidelines binding on judges and others that determine awards, and to periodically review and modify support orders under appropriate circumstances.

Appendix A, at the end of this part, provides a brief description of selected child support guidelines that was prepared by Policy Studies, Inc. It includes case examples and graphs to illustrate the results obtained by using different kinds of guidelines.

G. Program Development

On a national basis, the child support enforcement program has continued to experience increased collections in recent years. There have also been increases in program activities, including the number of paternities established, the number of parents located and the number of support obligations established. However, recent national statistics do not yet reflect the degree of improvement that was expected to result from the 1984 amendments. The reasons for this are not fully understood, but an underlying cause appears to be that it took many States a substantial length of time to enact statutory changes and to implement the newly required enforcement procedures.

Collections on behalf of AFDC families increased from $1.227 billion in 1986 to $1.359 billion in 1987 an increase of 11 percent. (AFDC collections increased 13 percent from 1985 to 1986.) Collections on behalf of non-AFDC families increased from $2.024 billion in 1986 to $2.538 billion in 1987, an increase of 25 percent. (Non-AFDC collections increased 26 percent from 1985 to 1986.) A significant part of recent collection increases is due to the IRS tax refund offset program.

With respect to establishment of paternity, States reported that they established paternity in 255,000 cases in 1987, a 4 percent increase over 1986. (There was a 6 percent increase in the number of paternity establishment cases reported for 1985 over 1986.) States reported that they established 812,000 support obligations in 1987, an increase of 12 percent over 1986. See Table B-7 for a summary of national performance statistics, 1981 to 1987.

TABLE B-7.—SUMMARY OF NATIONAL STATISTICS, SELECTED FISCAL YEARS

	1981	1984	1985	1986	1987 [1]
	I. Financial data (in millions)				
Collections:					
Total	$1,629	$2,378	$2,694	$3,252	$3,897
AFDC	671	1,000	1,090	1,227	1,359
Non-AFDC	958	1,378	1,604	2,024	2,538
Total administrative expenses	526	722	814	939	1,059
Incentive payments	91	134	145	158	185
	II. Program operations (in thousands)				
Average number of cases in which collection was made:					
AFDC [2]	548	647	684	767	800
Non-AFDC	325	547	654	763	931
Parents located	696	875	878	1,046	1,150
Paternities established	164	219	232	245	255
Support obligations established	414	573	669	726	812
Percent of AFDC assistance payments recovered through child support	5.2	7.0	7.3	8.6	9.2
Total child support collections per dollar of total administrative expenses	$3.09	$3.29	$3.31	$3.46	$3.68

[1] Prelinimary data, February 11, 1988.

[2] Includes both current cases and cases in which only arrearages were collected.

Source: Office of Child Support Enforcement.

TABLE B-8.—TOTAL CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1983-1987

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Alabama	$8,642	$11,977	$25,532	$32,499	$39,976
Alaska	9,704	10,307	10,794	12,831	17,138
Arizona	10,563	14,246	12,874	13,730	20,113
Arkansas	7,401	7,808	9,988	14,864	16,266
California	254,586	285,803	305,096	336,568	394,882
Colorado	17,178	15,129	18,324	19,055	22,375
Connecticut	39,226	43,160	48,209	54,477	57,182
Delaware	8,096	9,757	10,697	12,232	13,870
District of Columbia	3,521	3,993	4,692	5,185	5,690
Florida	19,080	42,752	45,751	63,135	81,758
Georgia	13,439	18,585	26,280	35,275	48,082
Guam	390	484	432	486	626
Hawaii	10,086	10,271	11,642	11,790	15,984
Idaho	4,689	4,726	5,814	10,954	13,490
Illinois	32,024	42,875	54,529	72,647	89,622
Indiana	20,788	26,048	33,683	47,012	60,612
Iowa	29,184	33,139	34,349	40,558	49,324
Kansas	9,921	10,887	11,429	16,416	22,198
Kentucky	19,702	22,365	25,144	27,956	32,456
Louisiana	25,753	27,407	34,258	39,932	40,047
Maine	10,234	12,051	14,120	17,730	22,421
Maryland	77,128	76,637	83,806	95,737	92,705
Massachusetts	72,319	84,059	98,339	109,311	128,808
Michigan	273,798	305,420	341,178	424,646	531,136
Minnesota	44,892	52,151	58,849	68,888	79,467
Mississippi	4,886	5,299	6,895	11,797	15,431
Missouri	18,117	24,818	34,520	54,997	60,482
Montana	2,415	2,894	3,906	4,631	5,328
Nebraska	20,044	24,212	29,905	34,205	37,667
Nevada	5,555	6,441	7,279	8,976	9,844
New Hampshire	11,621	11,884	12,771	14,203	17,541
New Jersey	143,225	183,371	200,155	229,569	245,697
New Mexico	4,613	5,522	6,291	7,978	8,672
New York	174,453	182,541	199,550	221,953	269,218
North Carolina	30,830	37,291	45,042	55,380	69,894
North Dakota	2,723	3,372	3,645	4,665	5,482
Ohio	34,861	41,569	82,700	124,745	180,695
Oklahoma	5,233	7,545	9,233	12,976	16,365

TABLE B-8.—TOTAL CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1983–1987—Continued

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Oregon	38,051	37,401	39,778	49,150	53,470
Pennsylvania	285,828	327,663	371,162	414,802	455,184
Puerto Rico	31,984	85,210	54,265	59,211	66,163
Rhode Island	7,195	7,910	8,633	10,465	11,915
South Carolina	7,460	11,077	11,062	21,756	33,580
South Dakota	2,846	2,732	3,153	4,473	6,183
Tennessee	19,077	22,295	23,562	31,390	38,406
Texas	17,941	25,003	30,311	43,208	61,184
Utah	13,594	14,666	16,758	22,316	24,765
Vermont	2,828	2,879	3,683	4,636	5,781
Virgin Islands	683	1,479	2,338	2,037	3,019
Virginia	13,616	13,953	16,277	24,610	58,858
Washington	41,642	46,034	56,829	61,151	72,320
West Virginia	3,433	3,977	4,690	5,701	9,723
Wisconsin	56,040	65,434	82,070	121,260	154,700
Wyoming	1,016	1,253	1,230	2,510	3,228
Nationwide total	2,024,183	2,377,788	2,693,528	3,248,690	3,897,050

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-9.—TOTAL AFDC AND FOSTER CARE CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1983–87

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Alabama	$7,788	$8,788	$14,863	$14,454	$15,050
Alaska	1,780	1,728	2,057	2,797	4,241
Arizona	1,459	2,165	1,636	2,725	4,805
Arkansas	4,593	5,183	6,318	8,083	8,770
California	136,962	151,998	154,023	172,413	198,151
Colorado	9,330	8,985	9,371	11,135	11,154
Connecticut	20,627	21,945	23,605	26,081	26,403
Delaware	2,275	3,501	3,847	3,987	4,149
District of Columbia	2,420	2,242	2,609	2,769	2,912
Florida	10,408	30,587	26,260	28,201	33,510
Georgia	11,355	14,815	19,267	21,455	25,243
Guam	259	295	280	272	299

TABLE B-9.—TOTAL AFDC AND FOSTER CARE CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1983-87—Continued

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Hawaii	4,481	4,488	5,162	5,137	5,698
Idaho	3,805	3,869	4,324	4,803	5,033
Illinois	18,970	24,414	27,935	32,391	38,705
Indiana	17,646	22,540	24,585	29,702	37,775
Iowa	19,483	22,518	23,858	26,015	28,184
Kansas	7,806	8,119	9,781	10,298	12,155
Kentucky	6,315	6,387	9,440	11,200	11,675
Louisiana	9,640	10,327	13,042	14,455	15,797
Maine	8,401	9,695	10,527	12,796	15,557
Maryland	27,772	24,202	28,197	31,529	31,082
Massachusetts	40,475	42,919	46,342	50,398	53,962
Michigan	97,693	106,770	111,924	125,425	127,507
Minnesota	25,708	28,600	30,805	33,920	35,821
Mississippi	4,544	4,900	4,807	5,928	7,599
Missouri	11,499	14,332	16,978	18,728	23,525
Montana	1,833	2,272	3,195	3,438	3,364
Nebraska	3,675	4,278	5,863	5,815	6,160
Nevada	1,824	1,759	1,730	2,859	2,672
New Hampshire	2,648	2,459	2,522	2,336	2,744
New Jersey	41,103	50,342	51,155	57,785	58,889
New Mexico	2,891	3,537	3,750	4,837	4,120
New York	68,622	68,704	79,148	82,512	102,114
North Carolina	18,794	20,877	23,530	27,803	33,248
North Dakota	2,011	2,353	2,659	3,117	3,516
Ohio	33,403	39,917	47,584	59,245	66,866
Oklahoma	3,647	5,602	6,559	7,218	7,142
Oregon	12,645	12,216	14,123	15,296	14,744
Pennsylvania	47,134	57,897	62,790	74,459	77,882
Puerto Rico	917	1,210	1,525	1,729	1,803
Rhode Island	4,217	4,966	5,126	5,900	6,156
South Carolina	6,014	8,745	7,720	10,543	13,218
South Dakota	2,175	2,111	2,305	2,677	2,966
Tennessee	5,566	6,467	5,868	9,757	12,085
Texas	10,878	13,245	15,958	17,619	19,703
Utah	11,642	11,591	11,441	12,139	11,733
Vermont	2,626	2,668	3,161	3,640	4,183
Virgin Islands	139	158	210	212	242
Virginia	11,758	12,026	13,930	13,686	15,536

TABLE B-9.—TOTAL AFDC AND FOSTER CARE CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1983-87—Continued

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Washington	26,494	29,173	32,021	33,483	38,429
West Virginia	3,311	3,868	4,543	5,344	5,647
Wisconsin	39,581	44,522	48,720	53,633	57,467
Wyoming	789	855	793	1,279	1,489
Nationwide total	879,861	1,000,147	1,089,798	1,225,485	1,358,906

[1] Preliminary data, February 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-10.—TOTAL NON-AFDC CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1983-87

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Alabama	$854	$3,199	$10,669	$18,044	$24,925
Alaska	7,924	8,578	8,736	10,034	12,896
Arizona	9,104	12,081	11,237	11,004	15,308
Arkansas	2,808	2,625	3,670	6,781	7,496
California	117,623	133,805	151,072	164,154	196,730
Colorado	7,848	6,143	8,952	7,919	11,221
Connecticut	18,599	21,214	24,604	28,396	30,779
Delaware	5,820	6,256	6,850	8,245	9,721
District of Columbia	1,100	1,750	2,083	2,415	2,778
Florida	8,671	12,165	19,490	34,934	48,248
Georgia	2,083	3,769	7,012	13,819	22,838
Guam	131	189	151	213	327
Hawaii	5,604	5,783	6,479	6,653	10,286
Idaho	884	856	1,490	6,150	8,456
Illinois	13,053	18,461	26,594	40,255	50,916
Indiana	3,142	3,507	9,097	17,309	22,837
Iowa	9,701	10,621	10,491	14,542	21,140
Kansas	2,114	2,768	1,648	6,117	10,043
Kentucky	13,386	15,977	15,704	16,756	20,780
Louisiana	16,112	17,079	21,215	25,476	24,249
Maine	1,833	2,356	3,592	4,934	6,864
Maryland	49,355	52,434	55,609	64,207	61,623
Massachusetts	31,843	41,140	51,996	58,913	74,846
Michigan	176,105	198,650	229,253	299,220	403,628
Minnesota	19,184	23,551	28,044	34,968	43,645

TABLE B-10.—TOTAL NON-AFDC CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1983–87—Continued

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Mississippi	342	399	2,088	5,869	7,831
Missouri	6,617	10,485	17,542	36,269	36,957
Montana	581	621	710	1,193	1,963
Nebraska	16,369	19,933	24,042	28,389	31,507
Nevada	3,731	4,681	5,548	6,117	7,171
New Hampshire	8,972	9,424	10,248	11,867	14,797
New Jersey	102,121	133,029	149,000	171,784	186,807
New Mexico	1,722	1,985	2,541	3,140	4,551
New York	105,831	113,836	120,401	139,441	167,103
North Carolina	12,035	16,414	21,511	27,577	36,646
North Dakota	712	1,018	985	1,547	1,966
Ohio	1,458	1,651	35,115	65,499	113,829
Oklahoma	1,585	1,942	2,673	5,758	9,222
Oregon	25,406	25,184	25,654	33,853	38,725
Pennsylvania	238,694	269,766	308,372	340,342	377,301
Puerto Rico	31,067	84,000	52,739	57,481	64,360
Rhode Island	2,978	2,943	3,507	4,565	5,758
South Carolina	1,446	2,332	3,342	11,212	20,362
South Dakota	671	620	848	1,795	3,217
Tennessee	13,510	15,827	17,693	21,632	26,320
Texas	7,062	11,758	14,352	25,589	41,480
Utah	1,951	3,074	5,317	10,176	13,032
Vermont	201	211	521	995	1,597
Virgin Islands	543	1,320	2,128	1,825	2,777
Virginia	1,858	1,927	2,347	10,923	43,322
Washington	15,148	16,861	24,808	27,668	33,891
West Virginia	122	109	146	356	4,076
Wisconsin	16,459	20,911	33,350	67,626	97,233
Wyoming	227	397	437	1,230	1,739
Nationwide total	1,144,322	1,377,641	1,603,729	2,023,204	2,538,144

[1] Preliminary data, February 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B–11.—CHILD SUPPORT COLLECTIONS MADE BY WAGE WITHHOLDING: AFDC/FOSTER CARE, 1987 [1]

State	Total AFDC/foster care collections (in thousands)	Amount collected by wage withholding (in thousands)	Wage withholding as a percent of collections
Alabama	$15,050	$3,878	25.8
Alaska	4,241	1,114	26.3
Arizona	4,805	618	12.9
Arkansas	8,770	2,444	27.9
California	198,151	66,783	33.7
Colorado	11,154	2,229	20.0
Connecticut	26,403	12,241	46.4
Delaware	4,149	1,921	46.3
District of Columbia	2,912	1,516	52.1
Florida	33,510	3,288	9.8
Georgia	25,243	2,575	10.2
Guam	299	91	30.4
Hawaii	5,698	976	17.1
Idaho	5,033	968	19.2
Illinois	38,705	8,745	22.6
Indiana	37,775	10,792	28.6
Iowa	28,184	7,154	25.4
Kansas	12,155	1,716	14.1
Kentucky	11,675	923	7.9
Louisiana	15,797	4,090	25.9
Maine	15,557	5,552	35.7
Maryland	31,082	8,840	28.4
Massachusetts	53,962	26,530	49.2
Michigan	127,507	41,617	32.6
Minnesota	35,821	8,766	24.5
Mississippi	7,599	2,835	37.3
Missouri	23,525	5,110	21.7
Montana	3,364	645	19.2
Nebraska	6,160	1,159	18.8
Nevada	2,672	660	24.7
New Hampshire	2,744	825	30.1
New Jersey	58,889	8,005	13.6
New Mexico	4,120	289	7.0
New York	102,114	39,738	38.9
North Carolina	33,248	4,996	15.0
North Dakota	3,516	144	4.1
Ohio	66,866	19,567	29.3
Oklahoma	7,142	1,057	14.8

TABLE B–11.—CHILD SUPPORT COLLECTIONS MADE BY WAGE WITHHOLDING: AFDC/FOSTER CARE, 1987 [1]—Continued

State	Total AFDC/ foster care collections (in thousands)	Amount collected by wage withholding (in thousands)	Wage withholding as a percent of collections
Oregon	14,744	3,691	25.0
Pennsylvania	77,882	31,892	40.9
Puerto Rico	1,803	....	.0
Rhode Island	6,156	2,148	34.9
South Carolina	13,218	712	5.4
South Dakota	2,966	539	18.2
Tennessee	12,085	2,563	21.2
Texas	19,703	4,847	24.6
Utah	11,733	3,905	33.3
Vermont	4,183	873	20.9
Virgin Islands	242	95	39.3
Virginia	15,536	5,767	37.1
Washington	38,429	13,663	35.6
West Virginia	5,647	514	9.1
Wisconsin	57,467	25,312	44.0
Wyoming	1,489	78	5.2
Total	1,358,906	407,022	30.0

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[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B–12.—CHILD SUPPORT COLLECTIONS MADE BY WAGE WITHHOLDING: NON-AFDC, FISCAL YEAR 1987 [1]

State	Total non-AFDC collections (in thousands)	Amount collected by wage withholding (in thousands)	Wage withholding as a percent of collections
Alabama	$24,925	$10,062	40.4
Alaska	12,896	4,439	34.4
Arizona	15,308	2,215	14.5
Arkansas	7,496	2,629	35.1
California	196,730	70,681	35.9
Colorado	11,221	940	8.4
Connecticut	30,779	5,085	16.5
Delaware	9,721	5,241	53.9
District of Columbia	2,778	1,220	43.9
Florida	48,248	4,596	9.5

TABLE B-12.—CHILD SUPPORT COLLECTIONS MADE BY WAGE WITHHOLDING: NON-AFDC, FISCAL YEAR 1987 [1]—Continued

State	Total non-AFDC collections (in thousands)	Amount collected by wage withholding (in thousands)	Wage withholding as a percent of collections
Georgia	22,838	2,896	12.7
Guam	327	7	2.1
Hawaii	10,286	262	2.5
Idaho	8,456	1,457	17.2
Illinois	50,916	16,516	32.4
Indiana	22,837	3,956	17.3
Iowa	21,140	147	.7
Kansas	10,043	2,110	21.0
Kentucky	20,780	4,535	21.8
Louisiana	24,249	7,353	30.3
Maine	6,864	3,131	45.6
Maryland	61,623	22,132	35.9
Massachusetts	74,846	11,794	15.8
Michigan	403,628	119,796	29.7
Minnesota	43,645	17,045	39.1
Mississippi	7,831	4,438	56.7
Missouri	36,957	15,400	41.7
Montana	1,963	382	19.5
Nebraska	31,507	5,656	18.0
Nevada	7,171	1,612	22.5
New Hampshire	14,797	4,562	30.8
New Jersey	186,807	58,286	31.2
New Mexico	4,551	795	17.5
New York	167,103	62,512	37.4
North Carolina	36,646	4,084	11.1
North Dakota	1,966	96	4.9
Ohio	113,829	41,706	36.6
Oklahoma	9,222	2,075	22.5
Oregon	38,725	15,802	40.8
Pennsylvania	377,301	127,583	33.8
Puerto Rico	64,360	....	.0
Rhode Island	5,758	502	8.7
South Carolina	20,362	2,853	14.0
South Dakota	3,217	814	25.3
Tennessee	26,320	....	.0
Texas	41,480	16,074	38.8
Utah	13,032	5,137	39.4
Vermont	1,597	371	23.2

TABLE B–12.—CHILD SUPPORT COLLECTIONS MADE BY WAGE WITHHOLDING: NON-AFDC, FISCAL YEAR 1987 [1]—Continued

State	Total non-AFDC collections (in thousands)	Amount collected by wage withholding (in thousands)	Wage withholding as a percent of collections
Virgin Islands	2,777	1,027	37.0
Virginia	43,322	5,983	13.8
Washington	33,891	11,840	34.9
West Virginia	4,076	1,005	24.7
Wisconsin	97,233	47,135	48.5
Wyoming	1,739	77	4.4
Total	$2,538,144	$758,074	29.9

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[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B–13.—CHILD SUPPORT INCENTIVE PAYMENTS, BY STATE, FISCAL YEARS 1983–87

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Alabama	$1,234	$1,578	$3,023	$1,560	$1,800
Alaska	244	218	277	393	432
Arizona	197	253	190	570	780
Arkansas	671	634	748	755	1,052
California	13,101	30,729	31,713	21,224	23,344
Colorado	1,337	1,076	1,121	1,383	1,685
Connecticut	2,977	2,550	2,906	3,688	3,530
Delaware	341	420	461	484	654
District of Columbia	266	355	297	410	486
Florida	2,107	3,315	3,453	3,660	4,936
Georgia	1,685	1,783	2,311	1,891	2,611
Guam	3	2	28	41	30
Hawaii	524	705	700	678	750
Idaho	471	447	499	669	806
Illinois	2,807	2,896	2,767	5,298	5,672
Indiana	2,423	2,570	2,975	3,897	5,830
Iowa	3,184	2,579	2,803	3,444	3,493
Kansas	1,102	904	1,099	1,164	1,623
Kentucky	896	759	1,071	1,336	1,550
Louisiana	1,502	1,240	1,461	1,236	1,808
Maine	1,250	1,154	1,253	1,612	1,692
Maryland	3,896	2,849	3,088	3,488	4,502

TABLE B-13.—CHILD SUPPORT INCENTIVE PAYMENTS, BY STATE, FISCAL YEARS 1983–87—Continued

[In thousands]

State	1983	1984	1985	1986	1987[1]
Massachusetts	6,045	5,201	5,572	7,042	7,980
Michigan	13,408	14,521	14,581	22,500	25,336
Minnesota	3,826	3,454	3,677	5,048	5,548
Mississippi	310	223	366	662	853
Missouri	1,621	1,609	1,882	2,208	2,796
Montana	274	276	363	269	295
Nebraska	537	505	690	808	842
Nevada	224	175	154	402	482
New Hampshire	373	281	290	340	372
New Jersey	6,037	6,324	5,886	7,190	7,526
New Mexico	433	424	449	363	517
New York	10,307	8,247	9,497	10,166	10,536
North Carolina	2,801	2,528	2,808	3,922	4,182
North Dakota	284	275	314	277	339
Ohio	5,010	4,790	5,710	5,341	8,850
Oklahoma	546	671	786	730	866
Oregon	1,838	1,571	1,624	2,114	2,168
Pennsylvania	6,576	7,122	9,170	8,076	9,166
Puerto Rico	127	136	167	224	270
Rhode Island	619	569	613	918	1,001
South Carolina	698	994	1,015	1,392	1,800
South Dakota	377	249	226	308	375
Tennessee	781	771	715	1,192	1,408
Texas	1,608	1,601	1,877	2,950	2,940
Utah	1,791	1,397	729	1,911	1,446
Vermont	391	318	379	374	504
Virgin Islands	20	19	25	26	30
Virginia	1,727	1,414	1,658	1,473	2,096
Washington	3,878	3,418	3,672	4,128	4,504
West Virginia	492	462	537	303	363
Wisconsin	5,416	4,992	4,986	6,428	9,888
Wyoming	117	103	90	107	170
Nationwide total	120,737	133,681	144,780	158,073	184,515

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

Note.—In 1986 a new incentive methodology was adopted due to changes in the Social Security Act.

TABLE B-14—TOTAL CHILD SUPPORT ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1983-87

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Alabama	$9,132	$10,757	$12,875	$13,273	$14,877
Alaska	4,016	4,314	4,771	4,916	5,625
Arizona	5,890	6,549	5,995	9,397	9,095
Arkansas	4,538	4,795	5,251	5,670	5,532
California	127,171	123,947	131,624	141,939	156,472
Colorado	7,986	8,774	8,826	10,058	11,805
Connecticut	11,899	12,846	14,251	15,589	19,681
Delaware	3,298	2,104	1,902	4,965	4,519
District of Columbia	4,967	4,447	4,423	5,646	5,484
Florida	15,717	17,568	21,741	29,743	41,475
Georgia	8,207	10,299	11,793	13,624	15,199
Guam	315	318	295	350	410
Hawaii	3,704	4,338	4,901	5,227	5,156
Idaho	2,144	2,536	3,016	3,062	3,321
Illinois	16,320	18,589	25,514	30,256	35,745
Indiana	6,766	7,924	8,886	9,759	11,600
Iowa	5,930	5,820	5,805	5,987	7,924
Kansas	5,220	4,695	5,586	7,651	8,609
Kentucky	7,673	8,143	9,387	11,109	12,532
Louisiana	12,860	14,012	16,108	18,047	17,586
Maine	2,941	3,217	3,544	4,742	5,985
Maryland	16,355	18,483	21,739	25,365	32,384
Massachusetts	19,793	23,650	27,515	31,257	37,830
Michigan	41,365	44,523	44,750	50,979	55,922
Minnesota	17,358	17,759	20,248	22,796	22,655
Mississippi	2,936	2,986	3,410	5,155	4,589
Missouri	9,079	9,408	11,329	14,146	15,811
Montana	1,128	1,274	1,590	1,784	1,684
Nebraska	3,545	4,254	4,728	6,283	7,241
Nevada	3,437	3,364	3,571	4,269	4,285
New Hampshire	2,197	2,302	2,575	3,237	3,291
New Jersey	36,081	40,267	42,897	49,484	43,949
New Mexico	3,200	3,227	3,310	3,512	4,347
New York	86,436	89,776	101,862	121,400	137,481
North Carolina	12,293	14,058	15,313	17,000	18,234
North Dakota	1,246	1,458	1,590	1,893	2,070
Ohio	19,824	21,285	24,501	28,311	31,992
Oklahoma	6,116	5,547	6,336	7,297	7,384
Oregon	11,032	12,432	9,825	10,987	13,267

TABLE B-14—TOTAL CHILD SUPPORT ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1983-87—Continued

[In thousands]

State	1983	1984	1985	1986	1987 [1]
Pennsylvania	42,962	39,131	55,596	53,290	60,841
Puerto Rico	3,373	3,461	4,542	4,223	3,494
Rhode Island	2,141	2,354	2,455	2,685	3,569
South Carolina	2,887	4,445	6,510	9,189	11,149
South Dakota	1,198	1,173	1,334	1,630	2,117
Tennessee	7,040	7,026	8,174	9,482	12,507
Texas	15,070	14,123	13,960	21,522	23,521
Utah	6,789	7,308	8,608	10,085	10,378
Vermont	957	1,181	1,429	1,983	1,956
Virgin Islands	319	424	715	954	861
Virginia	7,667	8,029	8,801	15,698	26,362
Washington	16,979	18,933	22,941	25,291	28,292
West Virginia	2,549	2,613	2,829	2,873	4,869
Wisconsin	20,661	20,156	21,999	25,388	24,958
Wyoming	373	484	748	766	696
Nationwide total	691,105	722,909	814,165	941,251	1,058,650

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-15.—FEES RECEIVED AND COSTS RECOVERED FOR NON-AFDC CASES, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987 [1]
Alabama	$31,555	$5,720	$8,934	$57,670	$103,680
Alaska	0	0	0	3,847	2,505
Arizona	76,601	25,818	26,909	22,738	25,365
Arkansas	83,035	268,371	237,807	411,325	577,415
California	0	0	0	2,430,984	2,467,455
Colorado	0	47,379	66,108	147,999	136,124
Connecticut	155	0	0	41,209	57,365
Delaware	1,133	1,038	12,479	19,799	15,081
Districtof Columbia	9,680	12,140	18,075	19,405	16,725
Florida	210,032	240,582	285,210	509,958	1,007,928
Georgia	7,559	3,937	8,280	1,285	137,657
Guam	0	0	0	0	1,100
Hawaii	0	0	0	4,900	11,525
Idaho	0	0	25	47,541	76,045
Illinois	0	0	0	121	155

TABLE B-15.—FEES RECEIVED AND COSTS RECOVERED FOR NON-AFDC CASES, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
Indiana	32,493	41,049	77,433	49,674	39,549
Iowa	0	0	1,575	5,197	15,205
Kansas	15,985	14,340	46,340	0	0
Kentucky	1,340	0	0	40,086	61,431
Louisiana	0	0	0	0	174,755
Maine	113,747	24,729	0	14,958	15,005
Maryland	0	67,539	341,692	94,411	257,298
Massachusetts	0	0	0	0	0
Michigan	0	0	0	93,067	17,988
Minnesota	2,203	15,470	111,035	28,411	138,484
Mississippi	9,793	10,981	3,295	68,371	111,358
Missouri	60,329	63,854	7,454	300	275
Montana	53,349	50,763	49,854	3,387	64,166
Nebraska	0	0	8,785	3,195	2,491
Nevada	0	0	0	1,650	1,648
New Hampshire	58,378	78,236	120,336	46,714	53,674
New Jersey	0	0	0	0	6,794
New Mexico	26,718	80,323	92,135	154,646	93,663
New York	61,129	86,656	104,675	546	1,821
North Carolina	13,207	59,391	120,715	235,786	240,021
North Dakota	0	0	0	8,401	5,025
Ohio	0	0	0	0	0
Oklahoma	268,542	324,184	425,254	73,535	83,635
Oregon	−6,378	12,335	8,334	21,160	5,865
Pennsylvania	0	0	0	27,491	39,055
Puerto Rico	0	0	0	0	0
Rhode Island	5,305	4,420	6,160	11,322	3,406
South Carolina	−65	130	0	7,932	5,513
South Dakota	52,764	69,935	79,889	12,407	4,517
Tennessee	0	0	0	31,605	12,400
Texas	254,128	317,901	707,614	587,563	430,318
Utah	61,912	41,262	−28	0	0
Vermont	2,848	3,773	3,070	8,950	10,410
Virgin Islands	6,255	16,280	9,064	7,915	7,300
Virginia	8,278	8,047	13,635	317,427	400,986
Washington	1,119,766	957,499	90	4,557	6,250
West Virginia	31,693	6,981	0	14,375	134,183
Wisconsin	0	0	0	42,334	112,413
Wyoming	8,221	8,815	11,302	12,766	13,550

TABLE B-15.—FEES RECEIVED AND COSTS RECOVERED FOR NON-AFDC CASES, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
Nationwide Total	2,681,690	2,969,878	3,013,535	5,748,920	7,206,577

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-16.—TOTAL CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987 [1]
Alabama	$0.95	$1.11	$2.00	$2.45	$2.69
Alaska	2.42	2.39	2.26	2.61	3.05
Arizona	1.79	2.18	2.15	1.46	2.21
Arkansas	1.63	1.63	1.90	2.62	2.94
California	2.00	2.31	2.32	2.37	2.52
Colorado	2.15	1.72	2.08	1.89	1.90
Connecticut	3.30	3.36	3.38	3.49	2.91
Delaware	2.45	4.64	5.62	2.46	3.07
District of Columbia	.71	.90	1.06	.92	1.04
Florida	1.21	2.43	2.10	2.12	1.97
Georgia	1.64	1.80	2.23	2.59	3.16
Guam	1.24	1.52	1.46	1.39	1.53
Hawaii	2.72	2.37	2.38	2.26	3.10
Idaho	2.19	1.86	1.93	3.58	4.06
Illinois	1.96	2.31	2.14	2.40	2.51
Indiana	3.07	3.29	3.79	4.82	5.22
Iowa	4.92	5.69	5.92	6.77	6.22
Kansas	1.90	2.32	2.05	2.15	2.58
Kentucky	2.57	2.75	2.68	2.52	2.59
Louisiana	2.00	1.96	2.13	2.21	2.28
Maine	3.48	3.75	3.98	3.74	3.75
Maryland	4.72	4.15	3.86	3.77	2.86
Massachusetts	3.65	3.55	3.57	3.50	3.40
Michigan	6.62	6.86	7.62	8.33	9.50
Minnesota	2.59	2.94	2.91	3.02	3.51
Mississippi	1.66	1.77	2.02	2.29	3.36
Missouri	2.00	2.64	3.05	3.89	3.83
Montana	2.14	2.27	2.46	2.59	3.16
Nebraska	5.65	5.69	6.32	5.44	5.20
Nevada	1.62	1.91	2.04	2.10	2.30

TABLE B-16.—TOTAL CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
New Hampshire	5.29	5.16	4.96	4.39	5.33
New Jersey	3.97	4.55	4.67	4.64	5.59
New Mexico	1.44	1.71	1.90	2.27	1.99
New York	2.02	2.03	1.96	1.83	1.96
North Carolina	2.51	2.65	2.94	3.26	3.83
North Dakota	2.19	2.31	2.29	2.46	2.65
Ohio	1.76	1.95	3.38	4.41	5.65
Oklahoma	.86	1.36	1.46	1.78	2.22
Oregon	3.45	3.01	4.05	4.47	4.03
Pennsylvania	6.65	8.37	6.68	7.78	7.48
Puerto Rico	9.48	24.61	11.95	14.02	18.93
Rhode Island	3.36	3.36	3.52	3.90	3.34
South Carolina	2.58	2.49	1.70	2.37	3.01
South Dakota	2.38	2.33	2.36	2.74	2.92
Tennessee	2.71	3.17	2.88	3.31	3.07
Texas	1.19	1.77	2.17	2.01	2.60
Utah	2.00	2.01	1.95	2.21	2.39
Vermont	2.95	2.44	2.58	2.34	2.96
Virgin Islands	2.14	3.48	3.27	2.14	3.51
Virginia	1.78	1.74	1.85	1.57	2.23
Washington	2.45	2.43	2.48	2.42	2.56
West Virginia	1.35	1.52	1.66	1.98	2.00
Wisconsin	2.71	3.25	3.73	4.78	6.20
Wyoming	2.72	2.58	1.64	3.27	4.64
Nationwide total	2.93	3.29	3.31	3.45	3.68

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-17.—AFDC/FOSTER CARE CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987 [1]
Alabama	$0.85	$0.82	$1.16	$1.09	$1.01
Alaska	.44	.40	.43	.57	.75
Arizona	.25	.33	.27	.29	.53
Arkansas	1.01	1.08	1.20	1.43	1.59
California	1.08	1.23	1.17	1.21	1.27
Colorado	1.17	1.02	1.06	1.11	.94
Connecticut	1.73	1.71	1.66	1.67	1.34

TABLE B-17.—AFDC/FOSTER CARE CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
Delaware	.69	1.66	2.02	.80	.92
District of Columbia	.49	.50	.59	.49	.53
Florida	.66	1.74	1.21	.95	.81
Georgia	1.38	1.44	1.63	1.57	1.66
Guam	.82	.93	.95	.78	.73
Hawaii	1.21	1.03	1.05	.98	1.10
Idaho	1.77	1.53	1.43	1.57	1.52
Illinois	1.16	1.31	1.09	1.07	1.08
Indiana	2.61	2.84	2.77	3.04	3.26
Iowa	3.29	3.87	4.11	4.34	3.56
Kansas	1.50	1.73	1.75	1.35	1.41
Kentucky	.82	.78	1.01	1.01	.93
Louisiana	.75	.74	.81	.80	.90
Maine	2.86	3.01	2.97	2.70	2.60
Maryland	1.70	1.31	1.30	1.24	.96
Massachusetts	2.04	1.81	1.68	1.61	1.43
Michigan	2.36	2.40	2.50	2.46	2.28
Minnesota	1.48	1.61	1.52	1.49	1.58
Mississippi	1.55	1.64	1.41	1.15	1.66
Missouri	1.27	1.52	1.50	1.32	1.49
Montana	1.63	1.78	2.01	1.93	2.00
Nebraska	1.04	1.01	1.24	.93	.85
Nevada	.53	.52	.48	.67	.62
New Hampshire	1.21	1.07	.98	.72	.83
New Jersey	1.14	1.25	1.19	1.17	1.34
New Mexico	.90	1.10	1.13	1.38	.95
New York	.79	.77	.78	.68	.74
North Carolina	1.53	1.49	1.54	1.64	1.82
North Dakota	1.61	1.61	1.67	1.65	1.70
Ohio	1.68	1.88	1.94	2.09	2.09
Oklahoma	.60	1.01	1.04	.99	.97
Oregon	1.15	.98	1.44	1.39	1.11
Pennsylvania	1.10	1.48	1.13	1.40	1.28
Puerto Rico	.27	.35	.34	.41	.52
Rhode Island	1.97	2.11	2.09	2.20	1.72
South Carolina	2.08	1.97	1.19	1.15	1.19
South Dakota	1.81	1.80	1.73	1.64	1.40
Tennessee	.79	.92	.72	1.03	.97
Texas	.72	.94	1.14	.82	.84
Utah	1.71	1.59	1.33	1.20	1.13

TABLE B-17.—AFDC/FOSTER CARE CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
Vermont	2.74	2.26	2.21	1.84	2.14
Virgin Islands	.44	.37	.29	.22	.28
Virginia	1.53	1.50	1.58	.87	.59
Washington	1.56	1.54	1.40	1.32	1.36
West Virginia	1.30	1.48	1.61	1.86	1.16
Wisconsin	1.92	2.21	2.21	2.11	2.30
Wyoming	2.12	1.76	1.06	1.67	2.14
Nationwide total	1.27	1.38	1.34	1.30	1.28

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-18.—NON-AFDC CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987 [1]
Alabama	$0.09	$0.30	$0.83	$1.36	$1.68
Alaska	1.97	1.99	1.83	2.04	2.29
Arizona	1.55	1.84	1.87	1.17	1.68
Arkansas	.62	.55	.70	1.20	1.35
California	.92	1.08	1.15	1.16	1.26
Colorado	.98	.70	1.01	.79	.95
Connecticut	1.56	1.65	1.73	1.82	1.56
Delaware	1.76	2.97	3.60	1.66	2.15
District of Columbia	.22	.39	.47	.43	.51
Florida	.55	.69	.90	1.17	1.16
Georgia	.25	.37	.59	1.01	1.50
Guam	.42	.59	.51	.61	.80
Hawaii	1.51	1.33	1.32	1.27	1.99
Idaho	.41	.34	.49	2.01	2.55
Illinois	.80	.99	1.04	1.33	1.42
Indiana	.46	.44	1.02	1.77	1.97
Iowa	1.64	1.82	1.81	2.43	2.67
Kansas	.41	.59	.30	.80	1.17
Kentucky	1.74	1.96	1.67	1.51	1.66
Louisiana	1.25	1.22	1.32	1.41	1.38
Maine	.62	.73	1.01	1.04	1.15
Maryland	3.02	2.84	2.56	2.53	1.90
Massachusetts	1.61	1.74	1.89	1.88	1.98
Michigan	4.26	4.46	5.12	5.87	7.22

TABLE B-18.—NON-AFDC CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
Minnesota	1.11	1.33	1.39	1.53	1.93
Mississippi	.12	.13	.61	1.14	1.71
Missouri	.73	1.11	1.55	2.56	2.34
Montana	.52	.49	.45	.67	1.17
Nebraska	4.62	4.68	5.08	4.52	4.35
Nevada	1.09	1.39	1.55	1.43	1.67
New Hampshire	4.08	4.09	3.98	3.67	4.50
New Jersey	2.83	3.30	3.47	3.47	4.25
New Mexico	.54	.62	.77	.89	1.05
New York	1.22	1.27	1.18	1.15	1.22
North Carolina	.98	1.17	1.40	1.62	2.01
North Dakota	.57	.70	.62	.82	.95
Ohio	.07	.08	1.43	2.31	3.56
Oklahoma	.26	.35	.42	.79	1.25
Oregon	2.30	2.03	2.61	3.08	2.92
Pennsylvania	5.56	6.89	5.55	6.39	6.20
Puerto Rico	9.21	24.26	11.61	13.61	18.42
Rhode Island	1.39	1.25	1.43	1.70	1.61
South Carolina	.50	.52	.51	1.22	1.83
South Dakota	.56	.53	.64	1.10	1.52
Tennessee	1.92	2.25	2.16	2.28	2.10
Texas	.47	.83	1.03	1.19	1.76
Utah	.29	.42	.62	1.01	1.26
Vermont	.21	.18	.37	.50	.82
Virgin Islands	1.70	3.11	2.97	1.91	3.22
Virginia	.24	.24	.27	.70	1.64
Washington	.89	.89	1.08	1.09	1.20
West Virginia	.05	.04	.05	.12	.84
Wisconsin	.80	1.04	1.52	2.66	3.90
Wyoming	.61	.82	.58	1.61	2.50
Nationwide total	1.66	1.91	1.97	2.15	2.40

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-19.—PERCENTAGE OF AFDC/FOSTER CARE ASSISTANCE PAYMENTS RECOVERED THROUGH CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987 [1]
Alabama	10.6	12.0	21.0	21.2	23.2
Alaska	5.9	4.6	4.6	5.6	8.3
Arizona	2.3	3.2	2.5	3.5	5.1
Arkansas	13.3	13.3	15.2	16.6	17.6
California	4.6	4.8	4.5	5.7	6.1
Colorado	9.4	8.4	9.3	10.5	9.5
Connecticut	12.7	9.8	10.1	11.4	12.2
Delaware	8.4	12.7	14.6	16.3	17.3
District of Columbia	3.0	3.0	3.3	3.6	3.8
Florida	4.3	12.3	10.0	10.1	11.5
Georgia	6.0	7.5	9.8	9.7	10.4
Guam	6.1	6.2	6.4	7.6	9.1
Hawaii	5.3	5.4	6.6	7.6	8.9
Idaho	17.8	18.8	22.6	24.8	25.0
Illinois	2.3	2.9	3.2	4.0	4.8
Indiana	12.1	14.8	16.1	20.2	25.8
Iowa	13.5	14.2	15.0	18.2	19.6
Kansas	8.6	8.4	11.6	12.6	14.1
Kentucky	5.0	4.7	6.8	8.0	8.5
Louisiana	7.2	7.1	8.4	8.9	9.1
Maine	13.3	14.0	13.4	16.7	20.6
Maryland	12.4	10.6	11.6	12.9	12.7
Massachusetts	13.6	13.3	11.3	11.5	10.7
Michigan	8.6	8.8	9.7	12.8	12.5
Minnesota	10.0	10.0	10.5	13.1	12.7
Mississippi	8.0	8.5	7.9	8.1	9.4
Missouri	6.1	7.3	8.5	9.8	12.0
Montana	7.7	8.4	10.7	11.0	8.6
Nebraska	6.8	7.6	10.0	10.7	11.5
Nevada	16.8	17.3	14.9	18.3	16.4
New Hampshire	11.2	11.3	12.4	12.1	15.2
New Jersey	8.1	10.3	9.7	11.4	12.5
New Mexico	6.7	7.2	7.3	9.4	7.4
New York	3.9	3.6	4.0	4.3	5.0
North Carolina	16.3	14.1	15.0	15.2	17.4
North Dakota	13.5	14.6	14.7	15.8	16.8
Ohio	5.1	5.5	6.2	8.9	10.1
Oklahoma	4.7	6.6	7.5	7.2	6.4
Oregon	12.6	12.1	13.3	13.1	13.0
Pennsylvania	6.4	8.0	8.4	10.5	11.0

TABLE B-19.—PERCENTAGE OF AFDC/FOSTER CARE ASSISTANCE PAYMENTS RECOVERED THROUGH CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1983–87—Continued

State	1983	1984	1985	1986	1987 [1]
Puerto Rico	2.9	1.8	2.4	2.7	2.7
Rhode Island	6.3	7.1	7.0	7.5	7.7
South Carolina	7.9	11.7	8.6	10.2	13.1
South Dakota	12.4	12.3	12.9	13.8	14.0
Tennessee	6.9	7.8	6.5	9.7	10.3
Texas	7.0	7.0	6.9	6.2	6.2
Utah	21.6	23.0	22.7	22.7	19.6
Vermont	7.2	6.7	8.4	10.4	11.1
Virgin Islands	4.7	5.0	7.6	7.7	8.4
Virginia	7.0	7.3	8.3	7.7	9.0
Washington	10.1	9.9	9.8	10.3	10.9
West Virginia	5.8	5.2	5.1	7.5	7.8
Wisconsin	8.8	8.5	8.8	11.5	12.4
Wyoming	7.1	7.3	5.5	8.8	8.2
Nationwide total	6.6	7.0	7.3	8.6	9.2

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-20.—AVERAGE ANNUAL AFDC/FOSTER CARE CHILD SUPPORT ENFORCEMENT CASELOAD, BY STATE, FISCAL YEARS 1983–1987

State	1983	1984	1985	1986	1987 [1]
Alabama	93,241	102,158	116,284	99,832	94,445
Alaska	14,421	15,476	19,564	18,547	10,130
Arizona	19,756	32,542	43,837	43,794	58,306
Arkansas	48,692	43,269	41,373	52,237	48,173
California	680,103	670,737	677,792	633,546	522,277
Colorado	102,156	113,544	125,137	104,576	70,431
Connecticut	46,900	56,496	61,030	67,269	73,070
Delaware	9,217	6,704	4,035	4,321	6,097
District of Columbia	49,242	34,507	33,486	32,033	32,672
Florida	299,596	289,445	294,715	240,443	289,762
Georgia	125,711	126,498	156,518	175,990	191,287
Guam	1,502	2,363	4,000	3,201	2,728
Hawaii	20,137	21,215	23,053	26,211	29,494
Idaho	22,200	26,714	30,307	8,811	10,247
Illinois	261,913	257,946	233,809	407,433	406,876
Indiana	160,799	179,915	203,175	86,000	83,878
Iowa	63,936	63,694	59,591	35,656	37,877

TABLE B-20.—AVERAGE ANNUAL AFDC/FOSTER CARE CHILD SUPPORT ENFORCEMENT CASELOAD, BY STATE, FISCAL YEARS 1983–1987—Continued

State	1983	1984	1985	1986	1987 [1]
Kansas	103,776	115,484	122,583	53,341	67,898
Kentucky	157,074	181,757	205,259	159,117	78,618
Louisiana	117,500	127,203	134,956	149,019	170,599
Maine	31,678	28,188	31,094	21,198	20,682
Maryland	147,997	161,839	164,161	94,564	75,160
Massachusetts	74,901	77,362	80,008	33,984	55,500
Michigan	445,003	488,329	509,717	450,696	493,758
Minnesota	68,628	73,612	79,242	57,842	58,488
Mississippi	63,728	81,014	82,496	87,124	103,844
Missouri	115,640	108,881	109,076	72,549	72,767
Montana	28,616	34,052	32,221	26,297	26,098
Nebraska	17,128	19,984	22,124	25,002	19,224
Nevada	15,928	15,859	15,309	9,692	8,781
New Hampshire	12,609	8,719	13,398	16,299	16,069
New Jersey	231,296	235,245	238,594	194,079	179,329
New Mexico	70,925	68,899	62,870	64,377	67,902
New York	494,685	490,496	265,626	239,676	281,296
North Carolina	117,525	113,154	112,101	112,888	118,132
North Dakota	13,735	10,129	11,234	7,107	6,272
Ohio	342,264	378,919	410,076	426,948	437,368
Oklahoma	32,354	66,260	127,077	51,351	52,558
Oregon	38,831	62,683	79,646	42,501	44,232
Pennsylvania	248,276	259,646	275,556	295,295	307,021
Puerto Rico	63,853	64,074	61,921	68,674	75,427
Rhode Island	19,321	20,639	21,291	19,015	19,287
South Carolina	88,397	101,911	98,620	105,501	103,317
South Dakota	15,891	16,750	19,307	9,549	8,194
Tennessee	97,266	99,644	105,190	114,915	127,106
Texas	90,228	93,521	99,352	104,125	120,386
Utah	30,651	31,833	32,826	13,432	15,233
Vermont	8,664	10,278	10,312	9,389	6,578
Virgin Islands	2,002	2,369	2,953	3,518	3,989
Virginia	186,719	228,401	253,311	270,422	239,519
Washington	47,912	49,172	48,453	109,792	111,135
West Virginia	34,486	38,102	42,349	46,524	49,180
Wisconsin	127,847	121,264	125,375	133,244	144,834
Wyoming	5,055	6,676	8,151	9,769	11,661
Nationwide total	5,827,911	6,135,571	6,241,541	5,748,715	5,765,192

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[1] Preliminary data, Feb. 11, 1988.

Note.—In 1986 a new category of cases (AFDC & Foster Care arrears only) was added (see Table B-21). Previously States reported these cases in the AFDC category.

Source: Office of Child Support Enforcement.

TABLE B-21.—AVERAGE ANNUAL AFDC/FOSTER CARE ARREARS ONLY CASELOAD, BY STATE, FISCAL YEAR 1987

State	1987[1]
Alabama	41,246
Alaska	7,440
Arizona	21,183
Arkansas	4,797
California	82,474
Colorado	76,171
Connecticut	0
Delaware	0
District of Columbia	3,669
Florida	100,053
Georgia	52,792
Guam	16
Hawaii	1,843
Idaho	16,026
Illinois	140,485
Indiana	157,314
Iowa	26,299
Kansas	18,791
Kentucky	45,487
Louisiana	1,062
Maine	15,708
Maryland	14,992
Massachusetts	32,949
Michigan	96,483
Minnesota	34,173
Mississippi	10,103
Missouri	44,428
Montana	7,341
Nebraska	10,208
Nevada	7,333
New Hampshire	482
New Jersey	36,976
New Mexico	5,245
New York	195,494
North Carolina	38,756
North Dakota	7,939
Ohio	68,181

TABLE B-21.—AVERAGE ANNUAL AFDC/FOSTER CARE ARREARS ONLY CASELOAD, BY STATE, FISCAL YEAR 1987—Continued

State	1987 [1]
Oklahoma	135,784
Oregon	61,070
Pennsylvania	34,598
Puerto Rico	44
Rhode Island	5,445
South Carolina	22
South Dakota	6,086
Tennessee	2,424
Texas	17,962
Utah	15,786
Vermont	5,257
Virgin Islands	126
Virginia	42,922
Washington	48,136
West Virginia	20,474
Wisconsin	19,736
Wyoming	523
Nationwide total	1,840,334

[1] Preliminary data, Feb. 1, 1988.

Source: Office of Child Support Enforcement.

Note: In 1986, a new category of cases (AFDC and foster care arrears only) was added. Previously States reported these cases in the AFDC category (see Table B-20).

TABLE B-22.—AVERAGE ANNUAL NON-AFDC CHILD SUPPORT ENFORCEMENT CASELOAD, BY STATE, FISCAL YEARS 1983-1987

State	1983	1984	1985	1986	1987 [1]
Alabama	1,765	5,826	23,759	41,632	58,120
Alaska	4,919	5,358	5,941	6,708	8,434
Arizona	15,706	19,402	25,879	28,765	32,043
Arkansas	4,620	6,466	8,893	6,960	18,758
California	326,650	332,180	333,770	305,777	284,210
Colorado	22,310	8,256	7,072	18,543	29,983
Connecticut	13,011	12,943	17,404	20,391	21,241
Delaware	12,142	14,517	15,884	15,159	16,091
District of Columbia	2,239	3,359	14,782	17,753	21,790
Florida	14,154	36,441	48,178	75,866	124,415
Georgia	72,204	83,700	92,129	43,718	52,938
Guam	764	578	685	703	682
Hawaii	6,233	6,961	7,995	10,846	14,853

TABLE B-22.—AVERAGE ANNUAL NON-AFDC CHILD SUPPORT ENFORCEMENT CASELOAD, BY STATE, FISCAL YEARS 1983-1987—Continued

State	1983	1984	1985	1986	1987 [1]
Idaho	2,573	2,544	2,797	4,650	5,368
Illinois	23,868	27,633	32,316	59,311	60,239
Indiana	12,489	14,256	19,444	28,395	36,699
Iowa	10,664	11,290	13,069	16,019	22,827
Kansas	3,840	4,416	4,493	10,475	19,587
Kentucky	11,701	13,864	20,336	37,265	64,870
Louisiana	22,629	22,565	25,153	28,763	29,292
Maine	871	3,676	5,736	7,907	10,763
Maryland	68,938	72,201	79,202	87,662	80,207
Massachusetts	18,112	17,618	19,444	41,382	50,566
Michigan	132,804	142,266	182,010	216,257	240,016
Minnesota	18,875	22,296	25,488	30,293	34,198
Mississippi	1,481	1,623	4,871	11,210	28,165
Missouri	11,392	11,540	20,474	32,105	43,680
Montana	988	1,118	1,210	2,436	3,334
Nebraska	12,308	14,760	17,685	21,480	22,771
Nevada	8,699	9,624	10,648	11,211	11,879
New Hampshire	10,052	9,503	8,584	7,109	5,894
New Jersey	83,036	90,518	99,753	108,466	117,552
New Mexico	4,069	4,804	5,218	5,941	6,886
New York	144,653	155,818	141,422	155,985	188,488
North Carolina	20,331	24,507	33,302	44,787	57,988
North Dakota	773	1,148	1,199	1,733	3,916
Ohio	28,323	33,704	51,625	85,340	122,769
Oklahoma	7,853	5,734	18,577	36,711	52,180
Oregon	43,599	46,173	49,330	41,142	46,567
Pennsylvania	263,421	298,636	334,057	351,293	375,879
Puerto Rico	24,889	39,481	55,591	61,802	58,977
Rhode Island	11,137	15,214	16,932	22,320	20,454
South Carolina	1,860	3,684	6,772	14,458	21,675
South Dakota	753	851	1,121	2,492	3,279
Tennessee	44,077	51,733	61,724	80,335	106,490
Texas	88,962	93,958	107,776	109,996	152,661
Utah	1,713	2,539	4,640	9,777	12,081
Vermont	1,108	651	1,280	2,207	2,464
Virgin Islands	1,490	2,262	2,809	3,257	3,686
Virginia	4,183	5,093	5,997	14,816	45,525
Washington	19,740	20,545	23,788	39,778	54,110
West Virginia	7,790	10,358	13,220	193	605
Wisconsin	14,623	16,721	26,753	62,741	65,087

TABLE B-22.—AVERAGE ANNUAL NON-AFDC CHILD SUPPORT ENFORCEMENT CASELOAD, BY STATE, FISCAL YEARS 1983-1987—Continued

State	1983	1984	1985	1986	1987 [1]
Wyoming	392	495	808	1,111	1,472
Nationwide total	1,687,956	1,863,407	2,159,025	2,503,432	2,974,694

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-23.—AVERAGE NUMBER OF AFDC AND FOSTER CARE CASES IN WHICH A COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987 [1]
Alabama	16,301	15,166	9,133	11,405	11,572
Alaska	1,154	1,180	1,120	933	1,038
Arizona	1,164	1,813	1,851	1,374	1,470
Arkansas	3,683	4,591	5,207	5,181	5,506
California	86,277	91,956	103,742	82,277	76,170
Colorado	4,129	5,096	5,687	3,723	4,092
Connecticut	13,591	14,600	15,565	16,013	13,337
Delaware	2,254	2,684	2,891	3,013	2,858
District of Columbia	1,508	1,999	12,925	2,067	2,138
Florida	11,856	15,596	16,468	16,310	16,489
Georgia	7,826	8,964	6,657	8,568	10,710
Guam	186	193	206	198	197
Hawaii	2,718	3,126	4,622	2,197	3,175
Idaho	936	2,482	4,343	1,106	1,245
Illinois	15,551	17,622	18,299	13,997	14,352
Indiana	19,514	22,553	22,058	11,287	16,188
Iowa	10,135	12,232	11,871	7,206	7,015
Kansas	4,205	4,901	4,769	3,200	3,798
Kentucky	4,601	5,171	6,729	5,988	6,853
Louisiana	6,944	6,978	7,836	8,930	9,916
Maine	6,141	6,970	7,178	4,437	4,734
Maryland	15,576	15,796	15,861	15,074	9,073
Massachusetts	22,655	23,482	25,350	10,015	17,211
Michigan	73,442	74,189	59,049	45,120	58,364
Minnesota	12,891	13,933	14,872	13,497	12,442
Mississippi	3,216	3,627	3,742	3,530	4,544
Missouri	2,465	2,280	7,716	5,979	6,483
Montana	1,178	1,385	1,600	1,092	849
Nebraska	1,841	2,217	2,362	2,961	2,555
Nevada	2,261	2,245	2,370	2,201	1,645

TABLE B-23.—AVERAGE NUMBER OF AFDC AND FOSTER CARE CASES IN WHICH A COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
New Hampshire	1,512	1,169	1,021	749	981
New Jersey	24,712	29,751	27,686	23,354	25,182
New Mexico	2,027	2,779	2,034	2,785	2,175
New York	44,168	46,386	48,979	43,338	38,196
North Carolina	12,089	13,104	14,216	15,732	17,089
North Dakota	1,193	1,460	1,656	898	1,130
Ohio	26,064	28,771	32,582	37,016	35,273
Oklahoma	2,487	3,223	3,543	4,019	1,468
Oregon	4,020	6,202	6,687	6,016	5,935
Pennsylvania	35,405	39,565	42,088	48,960	48,817
Puerto Rico	2,281	2,683	3,736	3,458	3,588
Rhode Island	2,441	3,133	3,233	2,241	3,092
South Carolina	4,182	5,571	5,785	6,008	10,495
South Dakota	1,223	1,279	1,532	1,492	1,887
Tennessee	6,642	7,273	8,336	8,959	9,430
Texas	4,099	4,674	5,652	8,353	9,167
Utah	5,346	5,686	5,209	3,313	3,627
Vermont	2,223	2,167	2,329	1,547	1,984
Virgin Islands	82	121	199	222	220
Virginia	13,553	13,815	13,054	12,189	10,813
Washington	14,160	15,900	15,895	15,204	18,110
West Virginia	2,044	2,247	2,331	2,463	2,107
Wisconsin	26,106	24,166	44,799	23,720	26,847
Wyoming	420	393	453	656	738
Nationwide total	594,679	646,545	684,114	581,571	604,370

[1] Preliminary date, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

Note: In 1986 a new category of cases (AFDC and foster care arrears only) was added. Previously States reported these cases in the AFDC category.

TABLE B-24.—AVERAGE NUMBER OF AFDC/FOSTER CARE ARREARS ONLY CASES IN WHICH A COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1986 AND 1987

State	1986	1987 [1]
Alabama	1,592	1,550
Alaska	257	543

TABLE B-24.—AVERAGE NUMBER OF AFDC/FOSTER CARE ARREARS ONLY CASES IN WHICH A COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1986 AND 1987—Continued

State	1986	1987 [1]
Arizona	508	365
Arkansas	705	1,449
California	0	12,411
Colorado	2,762	2,490
Connecticut	0	5,588
Delaware	0	0
District of Columbia	0	0
Florida	5,938	6,505
Georgia	4,759	4,412
Guam	48	3
Hawaii	0	13
Idaho	1,916	1,654
Illinois	22,550	16,387
Indiana	938	1,659
Iowa	4,242	4,549
Kansas	2,618	2,708
Kentucky	1,252	1,659
Louisiana	56	61
Maine	2,772	3,726
Maryland	4,331	4,442
Massachusetts	15,897	8,539
Michigan	25,495	44,220
Minnesota	5,254	4,030
Mississippi	516	369
Missouri	3,137	3,702
Montana	774	667
Nebraska	431	1,118
Nevada	867	1,395
New Hampshire	181	234
New Jersey	3,252	2,289
New Mexico	245	0
New York	6,562	19,200
North Carolina	0	1,189
North Dakota	973	897
Ohio	4,779	4,955
Oklahoma	532	3,620
Oregon	2,328	2,908

TABLE B-24.—AVERAGE NUMBER OF AFDC/FOSTER CARE ARREARS ONLY CASES IN WHICH A COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1986 AND 1987—Continued

State	1986	1987 [1]
Pennsylvania	4,154	3,757
Puerto Rico	0	0
Rhode Island	1,082	1,092
South Carolina	0	436
South Dakota	1,752	858
Tennessee	125	117
Texas	1,423	1,060
Utah	2,080	1,959
Vermont	1,237	940
Virgin Islands	19	21
Virginia	2,354	3,545
Washington	9,888	3,290
West Virginia	663	193
Wisconsin	5,007	7,001
Wyoming	29	5
Nationwide total	158,280	195,780

[1] Preliminary data, February.

Source: Office of Child Support Enforcement.

TABLE B—25.—AVERAGE NUMBER OF NON-AFDC CASES IN WHICH A COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1983–87

State	1983	1984	1985	1986	1987 [1]
Alabama	221	893	5,023	11,133	11,583
Alaska	3,035	3,260	3,205	2,564	3,184
Arizona	5,525	5,148	4,770	4,250	4,668
Arkansas	2,803	3,194	3,613	4,048	5,074
California	66,164	63,650	66,686	71,357	78,395
Colorado	3,647	2,260	3,976	3,187	4,537
Connecticut	7,826	8,484	9,392	9,808	9,884
Delaware	3,611	3,788	4,395	4,212	5,073
District of Columbia	478	900	1,007	1,116	1,264
Florida	8,002	3,581	7,593	7,434	13,008
Georgia	4,091	6,001	5,487	8,284	14,883
Guam	63	81	65	86	114
Hawaii	308	321	352	3,926	2,804
Idaho	591	586	1,047	1,613	2,529
Illinois	6,433	6,603	10,030	12,171	14,479

TABLE B—25.—AVERAGE NUMBER OF NON-AFDC CASES IN WHICH A COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1983–87—Continued

State	1983	1984	1985	1986	1987 [1]
Indiana	1,784	1,972	2,881	8,578	12,759
Iowa	4,192	4,240	4,913	5,095	3,441
Kansas	1,449	1,668	758	3,095	5,260
Kentucky	3,657	3,836	3,647	9,091	15,549
Louisiana	9,517	9,987	10,636	11,940	11,695
Maine	296	933	1,496	3,056	3,862
Maryland	27,384	26,232	26,154	30,875	12,685
Massachusetts	0	0	0	22,226	26,549
Michigan	51,304	50,131	88,675	84,397	126,187
Minnesota	10,263	11,155	12,615	14,067	16,137
Mississippi	320	456	1,319	2,742	4,348
Missouri	1,631	1,754	5,362	10,001	14,676
Montana	348	348	344	470	800
Nebraska	4,942	7,122	7,874	9,108	10,540
Nevada	4,084	4,758	5,360	3,929	3,212
New Hampshire	5,433	5,036	4,939	3,926	5,474
New Jersey	38,557	44,345	45,868	53,091	51,706
New Mexico	1,806	1,624	2,249	1,637	2,462
New York	54,296	60,471	63,829	66,234	76,630
North Carolina	5,910	7,800	10,137	11,744	15,323
North Dakota	171	221	266	653	865
Ohio	4,594	7,756	10,853	27,315	39,114
Oklahoma	1,269	1,400	1,968	2,977	4,867
Oregon	16,262	16,520	19,331	18,467	20,620
Pennsylvania	92,084	104,449	108,498	123,878	122,073
Puerto Rico	17,908	22,916	26,873	28,051	30,490
Rhode Island	1,407	1,941	1,969	2,059	2,750
South Carolina	1,198	1,948	2,777	2,706	3,165
South Dakota	512	516	502	1,144	2,175
Tennessee	10,271	11,032	12,156	13,001	14,957
Texas	4,224	4,575	8,833	9,595	15,079
Utah	698	889	1,068	2,750	4,008
Vermont	194	153	393	570	967
Virgin Islands	262	925	1,288	1,188	1,252
Virginia	1,554	916	876	5,689	19,273
Washington	7,422	8,824	9,802	10,456	13,656
West Virginia	186	125	288	157	1,953
Wisconsin	6,719	9,303	20,288	34,146	41,953
Wyoming	125	146	77	413	563

TABLE B—25.—AVERAGE NUMBER OF NON-AFDC CASES IN WHICH A COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1983–87—Continued

State	1983	1984	1985	1986	1987 [1]
Nationwide total	507,031	547,173	653,803	785,706	930,554

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B–26.—TOTAL NUMBER OF ABSENT PARENTS LOCATED, BY STATE, FISCAL YEARS 1983–87

State	1983	1984	1985	1986	1987 [1]
Alabama	16,473	19,565	25,398	23,740	25,296
Alaska	2,754	2,833	5,752	7,425	5,261
Arizona	5,961	5,547	7,116	10,517	12,793
Arkansas	2,059	3,413	4,807	11,400	9,281
California	79,858	82,147	80,271	74,686	76,335
Colorado	20,080	16,371	17,185	15,133	16,122
Connecticut	3,498	3,824	6,077	6,094	6,657
Delaware	2,402	1,089	2,366	2,235	1,561
District of Columbia	851	2,255	1,499	1,013	3,466
Florida	54,852	30,646	37,234	47,100	63,495
Georgia	11,264	13,047	7,733	24,209	22,808
Guam	967	731	365	410	364
Hawaii	6,032	6,575	6,154	6,229	5,925
Idaho	638	515	691	1,062	4,279
Illinois	19,764	53,705	17,071	67,156	31,485
Indiana	12,672	5,579	6,676	6,608	6,579
Iowa	23,789	30,171	34,808	36,786	48,538
Kansas	8,209	11,757	10,885	16,616	18,022
Kentucky	7,632	5,693	5,949	11,578	16,780
Louisiana	18,826	20,558	20,780	20,725	17,153
Maine	2,467	1,957	2,418	4,199	3,495
Maryland	26,677	27,165	34,527	36,250	37,387
Massachusetts	17,073	14,656	8,360	5,805	4,510
Michigan	109,745	127,938	84,087	80,217	106,382
Minnesota	15,246	7,863	7,446	7,750	8,990
Mississippi	19,319	20,111	18,223	17,124	13,759
Missouri	26,213	47,067	86,976	61,321	43,071
Montana	2,567	3,080	4,006	5,363	4,019
Nebraska	3,554	2,267	3,166	6,278	10,147
Nevada	4,328	3,833	3,571	3,132	7,290

TABLE B-26.—TOTAL NUMBER OF ABSENT PARENTS LOCATED, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
New Hampshire	1,027	1,194	1,204	920	1,937
New Jersey	26,790	23,487	23,325	28,156	30,348
New Mexico	8,679	7,021	5,072	5,178	5,246
New York	50,262	52,119	56,612	57,462	62,706
North Carolina	24,565	22,879	25,094	31,825	40,579
North Dakota	1,378	1,027	1,179	2,233	2,306
Ohio	23,843	24,969	23,310	28,553	35,678
Oklahoma	22,995	17,716	20,473	21,163	16,337
Oregon	23,010	22,312	26,271	29,496	24,081
Pennsylvania	20,122	21,874	25,538	31,858	33,421
Puerto Rico	11,312	15,930	19,504	22,384	23,817
Rhode Island	2,827	2,832	3,466	4,275	3,939
South Carolina	15,031	12,833	10,421	12,038	23,783
South Dakota	2,540	4,158	3,993	6,420	7,670
Tennessee	9,734	13,732	13,950	13,332	15,389
Texas	4,119	1,425	7,432	72,275	106,539
Utah	19,478	19,305	19,621	12,070	12,034
Vermont	400	732	939	2,823	17,460
Virgin Islands	84	189	538	572	521
Virginia	9,507	8,276	8,116	10,843	23,911
Washington	9,790	11,226	11,080	13,932	13,613
West Virginia	3,051	2,331	2,176	2,412	2,420
Wisconsin	12,939	13,558	15,567	15,602	13,232
Wyoming	1,419	792	1,494	1,640	1,824
Nationwide total	830,672	874,595	877,972	1,045,623	1,150,041

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-27.—TOTAL NUMBER OF PATERNITIES ESTABLISHED, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987 [1]
Alabama	4,833	4,921	6,750	6,727	6,998
Alaska	105	90	84	252	364
Arizona	595	500	495	986	1,009
Arkansas	1,489	1,911	2,941	7,144	5,326
California	21,714	24,378	23,820	25,118	28,081
Colorado	1,033	1,187	1,426	1,451	1,291
Connecticut	4,563	4,363	4,622	4,579	3,908

TABLE B-27.—TOTAL NUMBER OF PATERNITIES ESTABLISHED, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987[1]
Delaware	1,346	929	1,120	1,986	1,867
District of Columbia	811	471	583	664	1,021
Florida	10,679	15,741	14,452	14,358	12,759
Georgia	6,102	6,518	5,809	12,323	14,112
Guam	173	115	170	128	122
Hawaii	1,181	888	688	836	1,061
Idaho	84	205	383	299	384
Illinois	7,339	4,711	7,035	10,820	20,848
Indiana	3,036	6,859	5,149	3,580	3,570
Iowa	922	1,072	1,366	1,853	1,664
Kansas	682	404	325	528	1,119
Kentucky	2,986	2,774	3,315	3,464	3,881
Louisiana	3,195	3,180	4,235	4,234	2,926
Maine	604	554	809	570	951
Maryland	8,211	8,290	9,263	8,167	6,671
Massachusetts	3,766	3,841	5,208	2,513	7,025
Michigan	17,374	13,875	16,186	17,737	18,274
Minnesota	2,994	3,090	3,265	3,646	3,856
Mississippi	1,797	2,139	2,600	1,964	1,840
Missouri	17,522	17,046	14,423	10,208	0
Montana	37	33	54	120	179
Nebraska	410	449	430	461	710
Nevada	409	356	477	503	531
New Hampshire	30	52	13	76	195
New Jersey	10,616	11,739	13,853	13,731	13,938
New Mexico	1,141	970	709	838	412
New York	15,884	17,403	16,595	16,929	18,446
North Carolina	7,368	7,185	9,307	10,014	9,916
North Dakota	440	488	530	830	1,134
Ohio	7,767	9,804	9,314	10,057	9,133
Oklahoma	1,811	562	590	430	512
Oregon	2,173	1,947	2,189	2,351	1,902
Pennsylvania	11,906	13,404	15,613	17,443	15,164
Puerto Rico	19	12	5	22	6
Rhode Island	451	549	244	98	601
South Carolina	2,552	3,879	3,479	2,538	3,994
South Dakota	172	227	300	426	552
Tennessee	6,592	6,217	6,863	7,021	7,666
Texas	1,085	769	833	900	684
Utah	1,546	1,669	1,418	1,103	1,292

TABLE B-27.—TOTAL NUMBER OF PATERNITIES ESTABLISHED, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
Vermont	349	379	388	688	1,091
Virgin Islands	104	15	146	106	235
Virginia	2,351	1,990	1,962	2,039	2,667
Washington	1,700	1,905	2,187	2,018	4,066
West Virginia	467	378	223	194	288
Wisconsin	5,688	6,895	7,384	7,812	8,750
Wyoming	66	32	210	113	105
Nationwide total	208,270	219,360	231,838	244,996	255,097

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-28.—TOTAL NUMBER OF SUPPORT OBLIGATIONS ESTABLISHED, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987 [1]
Alabama	6,766	11,615	17,781	11,476	12,182
Alaska	1,197	1,145	1,311	2,026	2,376
Arizona	3,069	2,145	2,761	2,587	2,385
Arkansas	3,519	4,666	5,698	12,704	9,070
California	54,598	56,528	54,310	54,651	49,399
Colorado	6,356	4,204	5,576	4,599	4,034
Connecticut	16,272	10,115	8,389	9,398	6,632
Delaware	1,709	1,406	1,953	3,669	3,340
District of Columbia	357	879	701	732	1,236
Florida	18,098	16,686	21,037	28,339	28,811
Georgia	9,551	9,894	8,687	12,323	14,747
Guam	132	81	146	105	152
Hawaii	3,351	3,297	3,234	2,434	2,251
Idaho	763	648	861	696	1,023
Illinois	22,850	19,198	20,819	19,455	21,278
Indiana	12,282	12,556	12,307	15,788	23,750
Iowa	8,490	10,701	7,358	8,725	8,264
Kansas	1,636	1,823	1,800	1,896	2,235
Kentucky	4,826	6,181	6,048	7,639	9,284
Louisiana	9,483	23,617	21,419	15,155	16,553
Maine	3,374	3,657	4,093	4,891	5,217
Maryland	9,238	22,818	27,592	32,797	36,902
Massachusetts	9,196	9,806	11,950	17,887	40,477
Michigan	15,436	24,826	35,416	57,845	84,492

TABLE B-28.—TOTAL NUMBER OF SUPPORT OBLIGATIONS ESTABLISHED, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
Minnesota	6,626	10,243	10,130	9,798	8,372
Mississippi	861	1,680	3,065	2,418	1,895
Missouri	12,110	25,053	51,918	38,520	21,194
Montana	486	625	881	955	500
Nebraska	875	737	662	1,147	1,484
Nevada	3,883	3,858	3,339	3,405	4,106
New Hampshire	2,060	425	387	424	408
New Jersey	28,481	32,484	37,724	29,300	32,704
New Mexico	4,290	3,672	3,044	2,691	2,164
New York	37,131	45,144	43,733	51,063	47,840
North Carolina	12,584	12,467	17,277	18,764	16,859
North Dakota	528	647	523	878	1,162
Ohio	8,461	14,475	14,080	15,680	15,741
Oklahoma	3,747	4,549	4,113	4,793	3,752
Oregon	6,989	5,323	5,830	4,635	5,053
Pennsylvania	71,041	73,671	99,619	108,188	130,019
Puerto Rico	9,623	12,385	12,764	12,427	13,413
Rhode Island	4,514	2,517	2,322	3,046	2,607
South Carolina	1,928	5,862	4,747	3,613	6,117
South Dakota	516	516	653	1,035	1,690
Tennessee	7,307	9,234	10,742	13,045	16,536
Texas	13,523	10,437	12,461	31,671	32,881
Utah	6,251	7,894	6,551	5,331	5,217
Vermont	1,436	1,465	2,671	2,152	2,345
Virgin Islands	142	462	886	541	529
Virginia	5,223	3,913	7,594	7,785	19,509
Washington	10,948	9,416	9,961	7,767	10,312
West Virginia	558	686	700	464	843
Wisconsin	11,306	14,656	18,860	20,685	20,445
Wyoming	317	325	458	522	453
Nationwide total	496,294	573,313	668,942	730,560	812, 240

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-29.—FEDERAL INCOME TAX REFUND OFFSET PROGRAM COLLECTIONS, BY STATE, FISCAL YEARS 1983-87

[In thousands of dollars]

State	1983	1984	1985	1986	1987[1]
Alabama	$1,554	$2,438	$3,208	$4,158	$5,134
Alaska	211	302	364	730	891
Arizona	385	748	1,061	1,735	2,049
Arkansas	1,103	1,386	1,885	3,536	3,769
California	35,033	34,378	34,926	45,040	46,286
Colorado	3,016	2,771	2,392	3,096	3,020
Connecticut	4,455	4,193	4,223	5,696	6,140
Delaware	165	1,113	1,284	1,270	1,318
District of Columbia	566	694	746	761	778
Florida	1,979	2,932	3,937	5,782	7,317
Georgia	1,525	2,684	3,710	6,561	7,257
Guam	13	20	13	....	43
Hawaii	816	986	846	1,079	1,121
Idaho	1,183	1,199	1,203	1,428	1,593
Illinois	4,524	8,651	9,018	13,808	15,415
Indiana	4,939	8,537	8,975	11,780	11,389
Iowa	5,526	6,503	6,783	8,006	7,798
Kansas	2,525	2,634	2,904	3,460	3,703
Kentucky	1,165	2,043	2,298	3,099	3,261
Louisiana	1,536	1,958	2,487	4,443	4,722
Maine	1,844	2,114	2,126	2,483	3,377
Maryland	5,687	6,333	6,118	9,425	9,645
Massachusetts	3,324	2,992	4,224	4,759	5,269
Michigan	18,249	19,174	20,013	27,204	25,895
Minnesota	5,575	5,925	5,904	6,967	6,762
Mississippi	1,019	1,535	1,976	2,161	2,252
Missouri	4,288	4,607	4,849	7,124	8,481
Montana	431	610	857	1,151	1,209
Nebraska	501	784	1,204	1,240	1,395
Nevada	345	366	389	477	432
New Hampshire	756	545	662	1,346	1,283
New Jersey	9,458	10,232	11,449	13,831	14,267
New Mexico	533	702	1,315	1,719	2,277
New York	9,945	8,247	11,996	17,419	27,991
North Carolina	4,234	4,616	4,290	7,561	7,229
North Dakota	351	560	534	774	847
Ohio	2,885	5,145	7,229	8,705	11,185
Oklahoma	702	1,796	2,178	2,519	2,217
Oregon	3,782	3,520	3,566	5,479	4,862

TABLE B-29.—FEDERAL INCOME TAX REFUND OFFSET PROGRAM COLLECTIONS, BY STATE, FISCAL YEARS 1983-87—Continued

[In thousands of dollars]

State	1983	1984	1985	1986	1987[1]
Pennsylvania	6,112	13,567	13,549	17,430	17,123
Puerto Rico	1	22	13		13
Rhode Island	838	742	775	967	880
South Carolina	367	719	832	1,238	1,788
South Dakota	374	510	623	900	997
Tennessee	641	1,221	1,591	2,178	3,025
Texas	3,906	4,994	5,927	9,757	11,316
Utah	2,539	2,558	2,764	2,992	2,990
Vermont	611	590	748	946	886
Virgin Islands					36
Virginia	1,674	1,946	3,532	3,704	6,839
Washington	4,277	5,003	6,200	7,989	10,510
West Virginia	1,037	1,595	1,823	1,913	2,012
Wisconsin	6,265	5,102	7,973	9,597	10,029
Wyoming	221	191	280	387	503
Nationwide total	175,021	204,761	229,797	307,831	338,853

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-30.—IRS FULL COLLECTIONS[1] MADE, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987[2]
Alabama	$221	$0	$0	$0	$4,744
Alaska	0	0	0	1,140	2,048
Arizona	0	0	0	0	0
Arkansas	1,424	295	0	0	403
California	48,609	42,385	21,225	39,645	57,836
Colorado	832	1,738	3,412	22,664	0
Connecticut	25,390	8,523	7,232	5,246	16,911
Delaware	127	302	602	0	0
District of Columbia	0	0	0	0	0
Florida	1,188	2,956	0	0	0
Georgia	0	206	0	0	0
Guam	0	0	0	0	0
Hawaii	0	0	0	0	0
Idaho	6,515	6,526	65	6,634	1,079
Illinois	0	0	0	0	0

TABLE B-30.—IRS FULL COLLECTIONS [1] MADE, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [2]
Indiana	303	8,612	−260	0	200
Iowa	10,863	5,027	4,574	0	0
Kansas	3,278	3,881	1,085	11,555	6,620
Kentucky	0	0	1,117	0	0
Louisiana	9,662	6,087	14,459	12,742	87,648
Maine	5,562	19,205	11,889	1,032	5,442
Maryland	17,472	5,836	1,009	6,921	20,850
Massachusetts	108,168	51,187	97,617	86,021	45,423
Michigan	0	0	0	0	0
Minnesota	21,310	11,608	1,159	13,250	3,892
Mississippi	0	0	0	0	0
Missouri	49,535	13,663	11,524	15,532	9,715
Montana	0	0	0	0	0
Nebraska	1,550	961	720	375	604
Nevada	0	12,459	4,016	819	5,990
New Hamsphire	1,628	1,283	4,695	0	0
New Jersey	870	689	8,438	4,080	800
New Mexico	15,530	9,940	4,970	2,874	2,045
New York	164,321	147,471	70,699	119,490	60,999
North Carolina	563	2,347	0	23,165	2,880
North Dakota	4,250	0	2,662	0	0
Ohio	4,324	1,485	272	4,078	0
Oklahoma	3,345	337	−447	452	62
Oregon	9,170	15,551	28,209	13,830	15,540
Pennsylvania	24,230	24,688	6,379	2,368	59,450
Puerto Rico	0	0	0	0	0
Rhode Island	1,265	700	200	0	0
South Carolina	0	2,983	2,794	2,452	194
South Dakota	1,084	299	286	0	0
Tennessee	0	0	92	22,223	0
Texas	15,908	17,909	18,607	14,097	8,166
Utah	204	0	5,700	7,669	6,844
Vermont	2,357	1,316	0	0	0
Virgin Islands	0	0	0	0	0
Virginia	9,463	680	5,275	5,772	6,760
Washington	6,979	3,687	20,079	41,170	28,699
West Virginia	2,684	2,765	200	100	388
Wisconsin	0	0	0	0	0
Wyoming	2,384	309	198	1,652	1,803

TABLE B-30.—IRS FULL COLLECTIONS [1] MADE, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [2]
Nationwide total	582,567	435,896	360,753	489,018	464,035

[1] Collections made using the regular IRS enforcement tools, other than the tax refund offset mechanism.
[2] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-31.—UNEMPLOYMENT COMPENSATION INTERCEPT COLLECTIONS, BY STATE, FISCAL YEARS 1983-87

State	1983	1984	1985	1986	1987 [1]
Alabama	$0	$0	$0	$0	$0
Alaska	17,642	85,796	210,213	346,453	738,152
Arizona	27,027	36,886	39,486	73,727	146,883
Arkansas	0	4,537	31,701	106,609	136,135
California	0	1,420,854	10,438,317	8,445,799	10,880,552
Colorado	1,984	43,643	105,141	122,159	187,164
Connecticut	0	101,562	133,519	185,551	234,008
Delaware	0	10,010	12,528	39,100	55,783
District of Columbia	105	29,925	57,990	127,282	68,265
Florida	0	14,684	53,106	44,772	73,059
Georgia	9,457	101,427	120,451	74,227	57,155
Guam	0	0	0	0	0
Hawaii	67,616	67,193	51,138	69,941	29,379
Idaho	129,305	87,112	96,363	283,510	335,248
Illinois	830,545	645,676	605,070	546,486	686,425
Indiana	142,899	158,061	171,888	163,673	175,500
Iowa	332,241	495,190	622,102	249,316	291,822
Kansas	94,956	267,579	362,947	522,670	838,522
Kentucky	6,893	58,791	89,667	67,378	38,306
Louisiana	0	0	76,260	391,392	1,143,422
Maine	53,316	148,083	152,715	154,728	169,143
Maryland	1,044,485	734,115	935,290	5,400	564,595
Massachusetts	0	0	0	0	0
Michigan	0	0	0	2,188,664	2,537,998
Minnesota	659,448	471,865	715,530	835,249	1,089,184
Mississippi	0	0	0	0	0
Missouri	584,475	565,786	733,792	826,940	1,087,718
Montana	55,061	115,395	161,306	201,196	210,824
Nebraska	34,570	57,480	135,855	240,359	317,555
Nevada	0	4,971	51,920	49,651	75,138

TABLE B-31.—UNEMPLOYMENT COMPENSATION INTERCEPT COLLECTIONS, BY STATE, FISCAL YEARS 1983-87—Continued

State	1983	1984	1985	1986	1987 [1]
New Hampshire	0	0	0	0	60
New Jersey	2,949	584,938	1,062,710	1,508,933	2,381,930
New Mexico	0	0	1,800	18,268	31,060
New York	1,248,302	1,096,982	1,391,587	1,250,069	2,062,938
North Carolina	0	7,815	34,734	24,806	142,172
North Dakota	0	6,959	12,108	24,528	34,568
Ohio	0	42,389	93,650	202,665	560,695
Oklahoma	0	5,996	38,555	53,669	15,195
Oregon	496,928	506,905	661,770	628,677	695,012
Pennsylvania	5,017,265	4,892,050	4,620,459	5,208,338	5,102,670
Puerto Rico	0	1,477	0	0	0
Rhode Island	856	1,361	112	12,544	18,004
South Carolina	455	2,696	1,850	0	0
South Dakota	19,910	7,910	8,516	37,665	37,924
Tennessee	0	265	1,327	1,436	7,168
Texas	0	1,299	12,512	43,652	137,502
Utah	843,920	381,569	436,115	564,101	660,889
Vermont	0	0	14,717	30,386	36,274
Virgin Islands	0	0	0	325	179
Virginia	179,848	129,922	64,143	13,785	70,645
Washington	1,381,346	1,093,948	1,154,212	963,225	1,351,507
West Virginia	0	0	26,207	49,008	94,512
Wisconsin	0	0	0	989,805	1,632,295
Wyoming	0	2,153	5,276	23,670	48,726
Nationwide total	13,283,804	14,503,255	25,806,655	28,011,787	37,289,860

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-32.—STATE TAX OFFSET COLLECTIONS, BY STATE, FISCAL YEAR 1987 [1]

States	AFDC/foster care	Non-AFDC
Alabama	$217,547	$16,692
Alaska	0	0
Arizona	110,769	19,185
Arkansas	427,734	74,806
California	10,386,075	2,769,944
Colorado	208,839	12,594
Connecticut	0	0

TABLE B-32.—STATE TAX OFFSET COLLECTIONS, BY STATE, FISCAL YEAR 1987 [1]—Continued

States	AFDC/foster care	Non-AFDC
Delaware	177,153	9,886
District of Columbia	164,877	0
Florida	0	0
Georgia	963,633	0
Guam	40,976	3,612
Hawaii	395,027	0
Idaho	264,577	111,944
Illinois	337,646	379,696
Indiana	841,363	86,005
Iowa	854,492	267,149
Kansas	481,502	76,854
Kentucky	195,794	1,545
Louisiana	378,039	493,435
Maine	316,551	87,159
Maryland	1,381,133	618,616
Massachusetts	771,413	0
Michigan	3,556,680	1,305,036
Minnesota	1,649,622	43,509
Mississippi	104,140	1,517
Missouri	847,981	364,264
Montana	84,365	16,070
Nebraska	67,996	37,778
Nevada	0	0
New Hampshire	0	0
New Jersey	1,352,703	357,742
New Mexico	204,086	82,099
New York	6,719,278	3,782,280
North Carolina	912,607	422,233
North Dakota	23,408	44
Ohio	873,561	112,447
Oklahoma	129,328	18,521
Oregon	776,388	920,909
Pennsylvania	0	0
Puerto Rico	0	0
Rhode Island	133,665	18,818
South Carolina	490,907	137,541
South Dakota	0	0
Tennessee	0	0
Texas	0	0

TABLE B-32.—STATE TAX OFFSET COLLECTIONS, BY STATE, FISCAL YEAR 1987 [1]—Continued

States	AFDC/foster care	Non-AFDC
Utah	120,717	62,966
Vermont	249,793	23,262
Virgin Islands	0	0
Virginia	520,499	140,341
Washington	0	0
West Virginia	174,466	18,367
Wisconsin	1,581,721	593,344
Wyoming	0	0
Nationwide total	39,489,051	13,488,210

[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

TABLE B-33.—FULL TIME EQUIVALENT STAFF EMPLOYED AS OF SEPT. 30, 1987, BY STATE [1]

State	State and local IV-D agency	Under cooperative/purchase of service agreements	Total
Alabama	273	175	448
Alaska	91	0	91
Arizona	140	137	277
Arkansas	108	114	222
California	3,138	376	3,514
Colorado	243	106	349
Connecticut	164	259	423
Delaware	90	26	116
District of Columbia	121	49	170
Florida	1,209	340	1,549
Georgia	324	140	464
Guam	12	2	14
Hawaii	121	52	173
Idaho	88	8	96
Illinois	524	454	978
Indiana	92	311	403
Iowa	105	105	210
Kansas	218	63	281
Kentucky	303	150	453
Louisiana	350	258	608
Maine	171	0	171

TABLE B-33.—FULL TIME EQUIVALENT STAFF EMPLOYED AS OF SEPT. 30, 1987, BY STATE [1]—Continued

State	State and local IV–D agency	Under cooperative/purchase of service agreements	Total
Maryland	579	324	903
Massachusetts	410	297	707
Michigan	200	1,300	1,500
Minnesota	487	120	607
Mississippi	229	0	229
Missouri	286	212	498
Montana	48	5	53
Nebraska	86	94	180
Nevada	50	70	120
New Hamsphire	91	0	91
New Jersey	539	1,128	1,667
New Mexico	110	0	110
New York	2,312	642	2,954
North Carolina	534	126	660
North Dakota	13	43	56
Ohio	527	686	1,213
Oklahoma	96	93	189
Oregon	74	310	384
Pennsylvania	79	1,675	1,754
Puerto Rico	105	170	275
Rhode Island	61	35	96
South Carolina	186	1	187
South Dakota	55	3	58
Tennessee	168	270	438
Texas	573	8	581
Utah	240	19	259
Vermont	66	0	66
Virgin Islands	28	0	28
Virginia	809	65	874
Washington	533	152	685
West Virginia	206	2	208
Wisconsin	367	290	657
Wyoming	0	0	0
Nationwide total	18,032	11,265	29,297

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[1] Preliminary data, Feb. 11, 1988.

Source: Office of Child Support Enforcement.

APPENDIX A

Description of Selected Child Support Guidelines [1]

There are three predominant types of guidelines that are being adopted by states.

FLAT PERCENTAGE GUIDELINE

This simplest type of guideline sets child support as a percentage of obligor income, with the percentages varying according to the number of children. Some percentage guidelines are based on gross (before tax) income whereas others are based on net income (after mandatory deductions). A flat percentage guideline does not consider custodial parent income or make separate provision for child care or extraordinary medical expenses. With the recent exception of the Wisconsin Percentage of Income Standard, a flat percentage guideline does not adjust for shared or split physical custody, or for the presence of children subsequently born to the obligor.

The *Wisconsin Percentage of Income Standard* may be the most well known of the flat pecentage guidelines. It sets child support at 17 percent of obligor gross income for one child, 25 percent for two children, 29 percent for three, and 31 percent for four. The Wisconsin standard has added special adjustments for shared physical custody and for multiple family obligations.

The *Minnesota Child Support Guidelines* represent a modified flat percentage approach based on net obligor income. Above $1,000 per month obligor net income, support is set at 25 percent of net income for one child, 30 percent for two children, 35 percent for three, and 39 percent for four. At lower income levels, the percentages are set lower. Thus, for one child, the percentage starts at 14 percent at $400 per month obligor net income and increases until reaching 25 percent at $1,000 per month. Unlike the Wisconsin Standard, there are no adjustments for shared physical custody, multiple family responsibilities, or any other factors.

Illinois also has a flat percentage guideline based on net obligor income.

INCOME SHARES MODEL

The Income Shares model was developed by the Child Support Guidelines staff using the best available economic evidence on child rearing expenditures. The Income Shares model is based on the concept that the child should receive the same proportion of parental income he or she would have received if the parents lived together. The child support computation involves three basic steps:

(1) Income of the parents is determined and added together.

(2) A basic child support obligation is computed based on the combined income of the parents. This obligation represents the amount estimated to have been spent on the children jointly by the parents if the household were intact. The estimated amount, in turn, is derived from economic data on household expenditures on children. A total child support obligation is computed by adding actual expenditures for work-related child care expenses and extraordinary medical expenses.

(3) The total obligation is pro-rated in proportion to each parents' income. The custodial parent retains his or her share to spend directly on the child. The noncustodial parent's share is payable as child support.

The Income Shares model has been specified in both net income and gross income versicns. It incorporates a self-support reserve for the obligor, under which the formula is not applied in determining child support until an obligor's income exceeds the poverty level.

The *Colorado Child Support Guideline* has been inplemented by statute and is based on gross income of the parents. It has adjustments for shared and split custody. The *New Jersey Child Support Guidelines* have been adopted by Supreme Court Rule and are based on net income of the parents.

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[1] Prepared by Robert G. Williams, Principal Investigator, Child Support Guidelines Project, Policy Studies Inc. Denver, Colorado—February 11, 1987.

The Income Shares model has been adopted in Maine, Michigan, Nebraska, and Vermont, as well as in Colorado and New Jersey. It has been recommended for adoption in Arizona, Missouri, New Mexico, and South Carolina.

DELAWARE MELSON FORMULA

The Melson Formula is based on three key principles.

(1) Parents are entitled to retain sufficient income for their most basic needs to facilitate continued employment. Thus, only income above a self support reserve, normally $450 per month, is counted in setting child support (a discretionary minimum order is set if the obligor has less than $450 monthly income).

(2) Above the self-support reserve, all parental income is next allocated to the primary support needs of the children. In most cases, these are set at $180 per month for the first child, $135 per month each for the second and third, and $90 per month each for the fourth, fifth, and sixth. Added to primary support needs are actual child care and extraordinary medical expenses. These primary support needs are pro-rated between the parents based on their available income (after deduction of the self-support reserve).

(3) After deduction of the self-support reserve and payment of the pro-rata share of children's primary support needs, 15 percent of the obligor's remaining income is allocated to additional child support for the first child, 10 percent each for the second and third, and 5 percent each for the fifth, and sixth. This additional child support is termed a standard of living allowance.

Total child support is determined by adding the obligor's proportionate share of primary support together with the standard of living allowance.

The Delaware Melson Formula has been used statewide since 1979. The Delaware Formula also has adjustments for shared physical custody and split custody arrangements. A version of the Delaware Melson Formula has been recommended for adoption in Maryland.

The *Hawaii Child Support Guidelines* are an adaptation of the Delaware Melson Formula. Adopted by court rule in October 1986, the Hawaii Guidelines are based on gross income of the parents and incorporate several minor modifications to the Delaware formula.

CASE EXAMPLES AND GRAPHS

Attached are several representative case examples showing results obtained from five guidelines: Minnesota and Wisconsin (flat percentage approaches); Colorado and New Jersey (Income Shares models); and Hawaii (Delaware Melson approach).

Also attached are graphs depicting child support as a percentage of obligor net income for each of the five guidelines. These graphs show results for two children across a range of obligor net income under three assumptions: obligee has zero income, obligee has half as much income as the obligor, and obligee has the same income as the obligor. The graphs depict child support in the absence of child care and extraordinary medical expenses. *Actual child care and extraordinary medical expenses would be added to the child support amounts shown for Colorado, Hawaii, and New Jersey, but not to amounts shown for Minnesota and Wisconsin.*

CASE EXAMPLES

Fact Pattern #1
Basic Case with Child Care Expenses

Situation. Mother and Father are divorced. Father lives alone; Mother and the parties' two children, aged three and five, live together. Father has a gross monthly income of $1,600 and a net monthly income of $1,252 prior to deduction of state taxes. Father also pays union dues of $30 per month and provides health insurance for the children at $25 per month.

Mother has a gross monthly income of $1,200; monthly net of $1,043. Mother incurs employment-related child care expense of $150 per month.

Child Support Orders

	Dollars Per Month
Colorado	$425.43
Hawaii	$362.76
Minnesota	$358.15
New Jersey	$427.05
Wisconsin	$400.00

Fact Pattern #2
Low Income Case

Situation. Father has gross monthly income of $900, net monthly income of $801 (before deduction of state taxes). The two children, aged two and four, live with the mother. Mother does not work and receives an AFDC grant of $272 for herself and the two children, plus a Food Stamp allotment of an additional $117 per month. Neither the AFDC grant nor Food Stamps are counted as income under these guidelines, however.

Child Support Orders

	Dollars Per Month
Colorado	$286.00
Hawaii	$350.00
Minnesota	$186.18
New Jersey	$281.75
Wisconsin	$225.00

Fact Pattern #3
High Income Case

Situation. Father and Mother are divorced. Father lives alone; Mother and the parties' two children, aged 12 and 14, live together. Father has monthly gross income of $4,583; monthly net of $3,193 (prior to deduction of state taxes). Mother has a monthly gross of $1,500; monthly net of $1,277.

Child Support Orders

	Dollars Per Month
Colorado	$820.77
Hawaii	$906.27
Minnesota	$900.99
New Jersey	Court Discretion
Wisconsin	$1,145.75

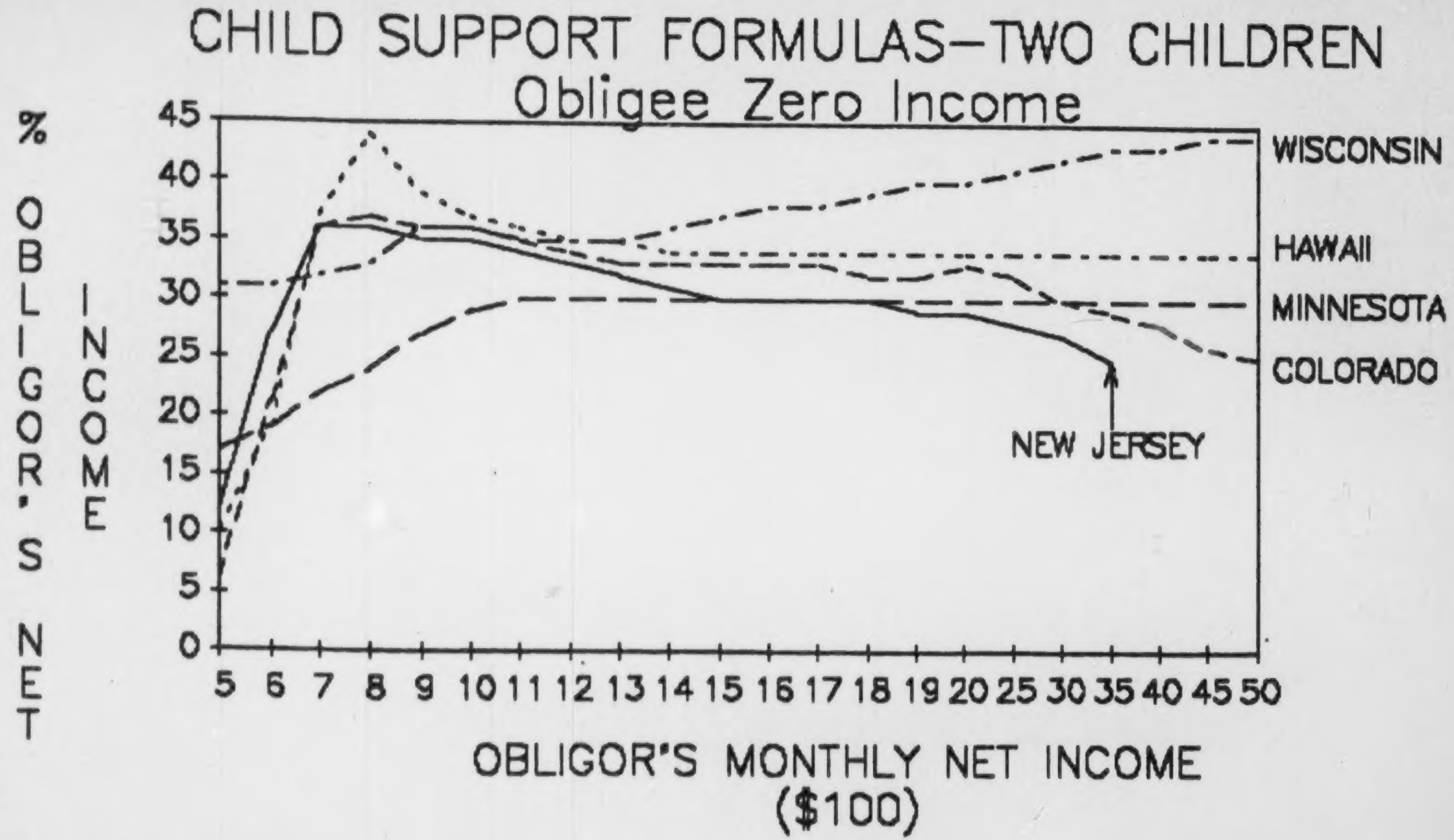
Fact Pattern #4
Joint Custody

Situation. Mother and Father share joint legal custody of their 14 year-old child. They also share physical custody on a fifty-fifty rotating basis. Father has monthly gross income of $900. Mother has monthly gross income of $2,200. (The parents have agreed that Mother will take the tax exemption for the child.)

Child Support Orders

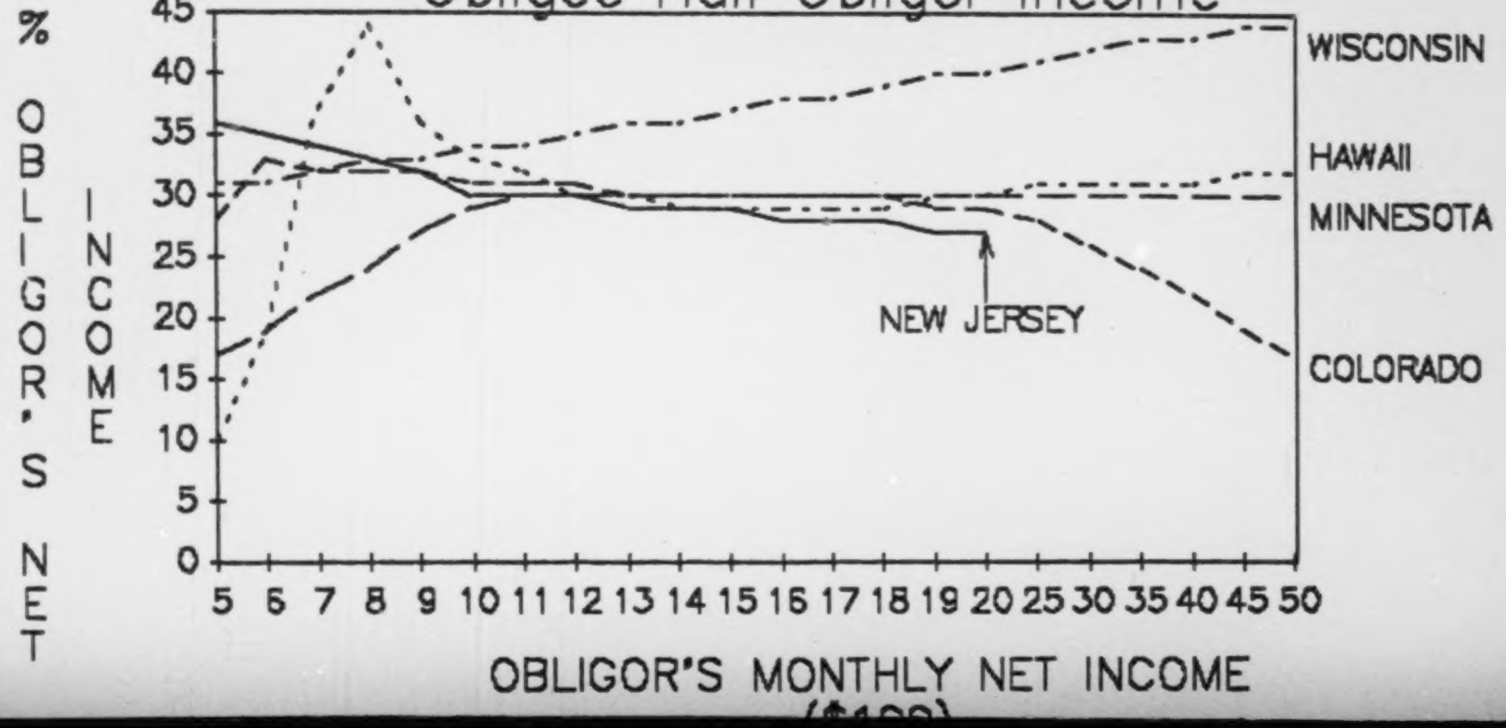
	Dollars Per Month
Colorado	$94.71*
Hawaii	$142.76
Minnesota	Court Discretion
New Jersey	Court Discretion
Wisconsin	$110.50

*Will increase to $142.07 under pending legislation.

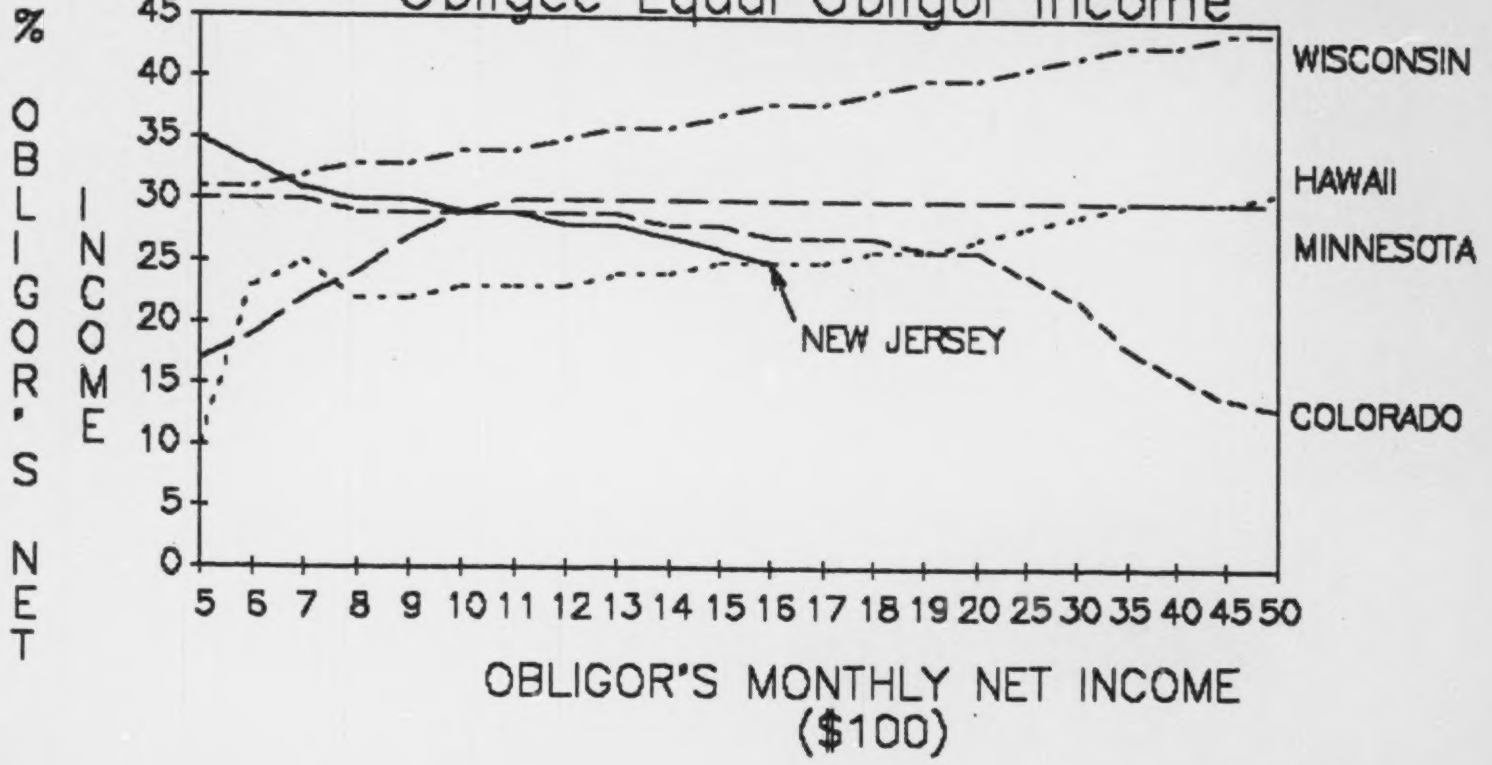

CHILD SUPPORT FORMULAS–TWO CHILDREN
Obligee Zero Income
% OBLIGOR'S NET INCOME
45
40
35
30
25
20
15
10
5
0
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
25
30
35
40
45
50
OBLIGOR'S MONTHLY NET INCOME
($100)
WISCONSIN
HAWAII
MINNESOTA
COLORADO
NEW JERSEY

OBLIGOR'S MONTHLY NET INCOME
($100)

CHILD SUPPORT FORMULAS—TWO CHILDREN
Obligee Half Obligor Income



CHILD SUPPORT FORMULAS–TWO CHILDREN
Obligee Equal Obligor Income



APPENDIX B

EXCERPTS FROM CHILD SUPPORT AND ALIMONY: 1985
BUREAU OF THE CENSUS [1]

Child Support and Alimony: 1985 (Advance Report)

NOTE

The child support, alimony, and property settlement data as well as data on income and poverty status presented in this report, from the 1986 Current Population Survey (CPS), are the first estimates based entirely on households selected from the 1980 census-based sample design. By contrast, the data from the 1984 CPS, presented in the previous report, were based entirely on households selected from the 1970 census-based sample design. The change in the sample design and its possible effects on the estimates should be kept in mind when comparing the data from this report to data from previous years.[1]

INTRODUCTION

This report presents information on the receipt by women of support payments following divorce and separation and of support payments for children of never-married women. The report includes information on both the award and actual receipt of child support by women on behalf of their children and on alimony for their own support. The report also provides additional data concerning receipt and type of property settlement for ever-divorced women.

The Bureau of the Census, under joint sponsorship with the Department of Health and Human Services, first conducted a survey specifically designed to obtain data on child support and alimony in the spring of 1979. The survey, with minor modifications, was subsequently conducted in the springs of 1982, 1984, and 1986 by the Bureau of the Census and sponsored, in part, by the Office of Child Support Enforcement, Department of Health and Human Services. Data from the earlier surveys were presented in Current Population Reports, Series P-23, Nos. 112, 140, and 148, respectively.[2] Advance findings from the 1986 survey are presented in this report.

AWARD AND RECEIPT OF CHILD SUPPORT PAYMENTS

- As of spring 1986, 8.8 million women were living with children under 21 years of age whose fathers were not living in the households; 61 percent or about 5.4 million of these women had been awarded child support payments as of the survey date. (See table A.)
- Of the 5.4 million women awarded child support, 4.4 million women were supposed to receive child support for their children in 1985. (The remaining 1 million mothers did not have payments due them in 1985.) Of those due payment, about half received the full amount due. The remaining

Table A. Award and Recipiency Status of Women—Child Support Payments in 1985 and 1983

(Numbers in thousands. Women with own children under 21 years of age present from absent fathers as of spring 1986 and 1984)

Award and recipiency status	1985		1983	
	Number	Percent distribution	Number	Percent distribution
Total	8,808	100.0	8,690	100.0
Awarded[1]	5,396	61.3	5,015	57.7
Supposed to receive payments	4,381	49.7	3,995	46.0
Not supposed to receive payments	1,015	11.5	1,020	11.7
Not awarded[1]	3,411	38.7	3,675	42.3
Supposed to receive payments	4,381	100.0	3,995	100.0
Actually received payments	3,243	74.0	3,037	76.0
Received full amount	2,112	48.2	2,018	50.5
Received partial amount	1,131	25.8	1,019	25.5
Did not receive payments	1,138	26.0	958	24.0

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[1] See the section, "Revised Survey Procedures." For a detailed description of the changes to the survey between 1986 and 1984, see the section, "Changes in the April CPS Survey."

[2] For a comparison of the 1982 and 1979 surveys, and the 1984 and 1982 surveys, see Current Population Reports, Series P-23, Nos. 140 and 148, respectively, the sections entitled "Changes in the Survey."

[1] Current Population Reports, Special Studies, Series P-23, No. 152.

women were equally split between those receiving partial payment and those receiving no payment at all (26 percent each).

- The child support award rate reported in 1986 (61 percent) increased from that of 1984 (58 percent). However, the proportion of women receiving payments in 1985 (74 percent) showed no significant change from that of the previous survey (76 percent).
- Of those mothers awarded child support for their children, 45 percent had health insurance included in the award. About half of White mothers had health insurance included in the awards for their children, compared with only about one-fourth of Black and Hispanic mothers. (See table B.)
- Of the 8.8 million mothers with children present from absent fathers, 3.4 million, or 39 percent, were never awarded child support for their children as of spring 1986. About one-half of the women without awards reported that they wanted awards but were unable to obtain them. About 37 percent of the women reported that they did not want child support awards for their children. For the remaining mothers (about 15 percent), awards were either pending or another arrangement (joint custody or a property settlement) was made.[3] (See table C.)

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[3] Due to a change in questionnaire design in the 1986 survey, the reader should use care in comparing the data on reason for non-award from this survey with non-award data from the 1984 survey. For more details, see the section, "Changes in the April CPS Survey."

Table B. Child Support Award Status and Inclusion of Health Insurance in Award, by Selected Characteristics of Women

(Numbers in thousands. Women with own children under 21 years of age present from absent fathers as of spring 1986)

Characteristic		Awarded child support payments		
			Health insurance included in child support award	
	Total	Total	Number	Percent of total awarded
Total	8,808	5,396	2,402	44.5
Current Marital Status[1]				
Married[2]	2,322	1,904	818	43.0
Divorced	3,046	2,492	1,255	50.4
Separated	1,363	587	224	38.2
Never married	2,009	370	90	24.3
Race and Hispanic Origin				
White	6,341	4,476	2,167	48.4
Black	2,310	839	214	25.5
Hispanic[3]	813	342	86	25.1
Age				
18 to 29 years	2,887	1,288	501	38.9
30 to 39 years	3,614	2,547	1,142	44.8
40 years and over	2,307	1,561	758	48.6
Years of School Completed				
Less than 12 years	2,230	1,009	343	34.0
High school: 4 years	4,176	2,645	1,207	45.6
College: 1 to 3 years	1,653	1,169	539	46.1
4 years or more	748	573	312	54.5
Number of Own Children Present From an Absent Father				
One child	4,607	2,783	1,161	41.7
Two children	2,879	1,953	935	47.9
Three children	867	502	224	44.6
Four children or more	456	159	81	50.9

[1] Excludes a small number of currently widowed women whose previous marriage ended in divorce.
[2] Remarried women whose previous marriage ended in divorce.
[3] Hispanic women may be of any race.

- The mean amount of child support for all women who received some payment in 1985 was $2,220.[4] After adjusting for inflation during the 1983 to 1985 period, child support payments showed a decrease in real terms. (See table D.) During the same period, the average income of men increased, from $19,630 in 1983 to $20,650 in 1985.[5]

- The proportion of women that had been awarded child support payments as of 1986 was higher for Whites (71 percent) than for Blacks (36 percent) or those of Hispanic origin (42 percent). (The percent difference between Black women and Hispanic women was not significant.) (See table E.)

- Women with 4 or more years of college were more likely to have been awarded support payments (77 percent) than women with 4 years of high school (63 percent). There was also some evidence that women with 4 or more years of college (82 percent) were more likely to receive

Table C. Child Support Award Status and Reason for Non-Award, by Selected Characteristics of Women

(Numbers in thousands. Women with own children under 21 years of age present from absent fathers as of spring 1986)

Characteristic	Total	Not awarded child support payments				
			Reason for non-award (percent)			
		Total	Final agreement pending	Property settlement or joint custody in lieu	Did not want award	Wanted but could not obtain award[1]
Total	8,808	3,411	9.8	5.0	36.9	48.5
Current Marital Status[2]						
Married[3]	2,322	418	3.9	14.1	44.5	37.6
Divorced	3,046	583	3.6	12.5	39.2	44.7
Separated	1,363	776	25.1	3.4	19.7	51.8
Never married	2,009	1,639	6.0	0.9	42.2	51.0
Race and Hispanic Origin						
White	6,341	1,865	12.5	8.5	38.1	40.9
Black	2,310	1,471	6.0	0.9	34.4	58.8
Hispanic[4]	813	471	10.4	2.6	31.4	55.2
Age						
18 to 29 years	2,887	1,599	14.6	2.1	35.3	47.9
30 to 39 years	3,614	1,066	6.6	6.6	41.0	46.0
40 years and over	2,307	746	3.5	9.0	34.3	53.2
Years of School Completed						
Less than 12 years	2,230	1,221	9.1	3.5	30.8	56.6
High school: 4 years	4,176	1,531	10.1	5.4	40.7	43.9
College: 1 to 3 years	1,653	484	10.3	5.8	35.5	48.6
4 years or more	748	175	8.6	10.9	49.1	31.4
Number of Own Children Present From an Absent Father						
One child	4,607	1,824	10.6	5.4	40.2	43.8
Two children	2,879	926	9.4	5.7	34.1	50.9
Three children	867	364	5.5	4.9	30.2	59.3
Four children or more	456	297	9.1	1.0	33.0	56.6

[1] Agreement not sought or reached because of inability to locate father, establish paternity, or some other reason.
[2] Excludes a small number of currently widowed women whose previous marriage ended in divorce.
[3] Remarried women whose previous marriage ended in divorce.
[4] Hispanic women may be of any race.

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[4] Mean income figures in the text are rounded to the nearest $10.

[5] Income figures for males can be found in table 12 of Current Population Reports, Series P-60, No. 154. Information on income of absent fathers was not available from the survey. If mean income of all males is used as a proxy for mean income of absent fathers, for a meaningful comparison to be made, it must be assumed that the average income of all males was also representative of the average income of absent fathers.

payments than women with a high school education (74 percent).

- The award rate for never-married women (18 percent) was well below that of other women (74 percent). Also, never-married women who were awarded child support for their children were less likely to have health insurance included in their awards (24 percent) than were others (46 percent). (See table B.)

- Of women with children from an absent father as of spring 1986, about 32 percent (2.8 million) had incomes below the poverty level in 1985. (See table E.)

- About 40 percent of these women below the poverty level with children from an absent father had been awarded child support, compared with 61 percent for all women.

- Only about 905,000 women below the poverty level were due payments in 1985, and only 66 percent of these women received some amount of payment.

- The mean child support payment received in 1985 by women below the poverty level was $1,380, about two-thirds of the average payment received by all women.

Table D. Comparison of Mean Child Support Payments Received by Women in 1985 and 1983, by Selected Characteristics

Characteristic	Mean child support payments			Percent change in child support payments (constant dollars)
		1983		
	1985	Constant dollars	Current dollars	
Total	$ 2,215	$ 2,528	$2,341	**-12.4
Current Marital Status[1]				
Married[2]	1,966	2,337	2,164	**-15.9
Divorced	2,538	2,690	2,491	-5.7
Seperated	2,082	2,896	2,682	**-28.1
Never married	1,147	1,222	1,132	-6.1
Race and Hispanic Origin				
White	2,294	2,672	2,475	**-14.1
Black	1,754	1,582	1,465	10.9
Hispanic[3]	2,011	1,986	1,839	1.3
Age				
18 to 29 years	1,467	1,860	1,723	*-21.1
30 to 39 years	2,397	2,544	2,356	-5.8
40 years and over	2,552	3,205	2,968	**-20.4
Years of School Completed				
Less than 12 years	1,835	1,657	1,535	10.7
High school: 4 years	2,040	2,331	2,159	**-12.5
College: 1 to 3 years	2,447	2,518	2,332	-2.8
4 years or more	2,978	4,446	4,118	**-33.0
Number of Own Children Present From an Absent Father				
One child	1,679	1,921	1,779	**-12.6
Two children	2,597	3,004	2,782	*-13.5
Three children	2,800	3,178	2,943	-11.9
Four children or more	3,739	4,001	3,705	-6.5

*Significant between the 90- and 95-percent confidence levels.
**Significant at the 95-percent confidence level.

[1] Excludes a small number of currently widowed women whose previous marriage ended in divorce.
[2] Remarried women whose previous marriage ended in divorce.
[3] Hispanic women may be of any race.

Table E. Child Support Payments Awarded and Received—Women With Children Present, by Selected Characteristics for All Women and Women With Incomes Below the Poverty Level in 1985

(Numbers in thousands. Women with own children under 21 years of age present from absent fathers as of spring 1986)

Characteristic	Total	Percent awarded child support payments[1]	Supposed to receive child support in 1985			
			Total	Actually received child support in 1985		
				Percent	Mean child support	Mean total money income
ALL WOMEN						
Total	8,808	61.3	4,381	74.0	$2,215	$14,776
Current Marital Status						
Married[2]	2,322	82.0	1,416	68.5	1,966	13,512
Divorced	3,045	81.8	2,179	75.1	2,538	16,778
Separated	1,363	43.1	453	84.3	2,082	12,642
Widowed[3]	69	(B)	30	(B)	(B)	(B)
Never married	2,009	18.4	303	76.2	1,147	9,675
Race and Hispanic Origin						
White	6,341	70.6	3,651	74.6	2,294	15,052
Black	2,310	36.3	657	72.0	1,754	13,297
Hispanic[4]	813	42.1	282	68.1	2,011	11,505
Age						
18 to 29 years	2,887	44.6	1,089	71.3	1,467	10,886
30 to 39 years	3,614	70.5	2,182	73.6	2,397	15,513
40 years and over	2,307	67.7	1,110	77.6	2,552	16,913
Years of School Completed						
Less than 12 years	2,230	45.2	750	67.1	1,835	9,144
High school: 4 years	4,176	63.3	2,152	74.3	2,040	13,577
College: 1 to 3 years	1,653	70.7	1,003	74.6	2,447	17,014
4 years or more	748	76.6	476	82.1	2,978	22,639
Number of Own Children Present From an Absent Father						
One child	4,607	60.4	2,146	72.0	1,679	14,151
Two children	2,879	67.8	1,659	77.7	2,597	15,259
Three children	867	57.9	426	71.8	2,800	16,319
Four children or more	456	34.9	150	68.7	3,739	13,544
WOMEN WITH INCOMES BELOW THE POVERTY LEVEL IN 1985						
Total	2,797	40.4	905	65.7	$1,383	$5,130
Current Marital Status						
Married[2]	180	67.2	81	61.7	(B)	(B)
Divorced	795	71.9	499	60.3	1,522	5,295
Separated	646	34.2	158	73.4	1,503	4,994
Widowed[3]	18	(B)	4	(B)	(B)	(B)
Never married	1,159	17.9	163	75.5	900	5,450
Race and Hispanic Origin						
White	1,569	50.2	631	65.1	1,463	5,005
Black	1,190	27.1	257	67.7	1,085	5,403
Hispanic[4]	414	24.2	74	(B)	(B)	(B)
Age						
18 to 29 years	1,419	33.1	368	65.5	963	4,853
30 to 39 years	920	52.7	405	63.7	1,674	5,634
40 years and over	458	38.4	131	73.3	1,649	4,473
Years of School Completed						
Less than 12 years	1,244	32.5	306	63.4	1,350	5,103
High school: 4 years	1,188	44.5	437	68.4	1,319	5,072
College: 1 to 3 years	333	53.2	149	63.1	1,661	5,393
4 years or more	32	(B)	13	(B)	(B)	(B)
Number of Own Children Present From an Absent Father						
One child	1,185	40.3	359	65.7	1,112	4,531
Two children	940	47.1	362	68.2	1,580	5,004
Three children	400	37.3	125	56.0	(B)	(B)
Four children or more	272	22.1	59	(B)	(B)	(B)

B Base less than 75,000.

[1] Award status as of spring 1986.

[2] Remarried women whose previous marriage ended in divorce.

[3] Widowed women whose previous marriage ended in divorce.

[4] Hispanic women may be of any race.

THE DEFICIT IN CHILD SUPPORT PAYMENTS

- For the 4.4 million women due child support payments in 1985, the mean amount of child support (including the 1.1 million who did not receive any amount) was $1,640. If the full amount of payment due had been made to all women, the mean amount would have been $2,500. (See table F.)

Table F. Mean Child Support Payments to Women Due Child Support in 1985, by Type of Arrangement

(Numbers in thousands. Women with own children under 21 years of age present from absent fathers as of spring 1986)

Type of arrangement	Number	Percent distribution	Mean child support income received[1]	Mean child support income due
All payments[2] . .	4,381	100.0	$ 1,640	$ 2,495
Court ordered	2,751	62.8	1,345	2,393
Voluntary	1,441	32.9	2,187	2,706

[1] Mean amount based on all women due payments, whether or not payments were received.

[2] Includes a small number of women whose arrangement type was "other," not shown separately.

- Of the women due child support in 1985, 63 percent had court-ordered payments, while 33 percent had a voluntary agreement. (The remaining 4 percent had some other type of arrangement.)
- For women with court-ordered payments, the mean payment due was $2,390, but the mean amount received was only $1,350; therefore, women with court orders received only 56 percent of the amount they were due. In contrast, women with voluntary written agreements received 81 percent of the amount they were due, and their mean child support payments due ($2,710) and received ($2,190) were higher.
- The aggregate amount of child support payments due in 1985 was $10.9 billion, but actual payments received amounted to only about $7.2 billion. Thus, 66 percent of the total amount due was paid in 1985.[6]

AWARD AND RECEIPT OF ALIMONY PAYMENTS

- Of the 19.2 million ever-divorced or currently separated women as of spring 1986, 15 percent were awarded alimony payments. (See table G.)
- Of the 840,000 women due alimony payments in 1985, 73 percent received at least some portion of their award.
- Neither the alimony award rate in 1986 (15 percent) nor the recipiency rate in 1985 (73 percent) showed a significant change from that reported in 1984.

Table G. Award and Recipiency Status of Women—Alimony Payments in 1985 and 1983

(Numbers in thousands. Ever-divorced and currently separated women as of spring 1986 and 1984)

Award and recipiency status	1985		1983	
	Number	Percent distribution	Number	Percent distribution
Total	19,156	100.0	17,392	100.0
Awarded[1]	2,803	14.6	2,416	13.9
Supposed to receive payments	840	4.4	791	4.5
Not supposed to receive payments	1,963	10.2	1,625	9.3
Not awarded[1]	16,354	85.4	14,976	86.1
Supposed to receive payments	840	100.0	791	100.0
Received payments	616	73.3	608	76.9
Did not receive payments	225	26.8	183	23.1

[1] Award status as of spring 1986 or 1984.

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[6] Aggregate child support payments due and received are derived from table 3. The aggregate payments due refer only to the total due for the income year 1985 based on the information reported by the women in the survey; arrearages are *not* included in the aggregate figure.

- The mean amount of alimony received by women in 1985 was $3,730, not significantly different from the 1983 figure, either before or after adjusting for inflation. (See table H.)
- The alimony award rate for White women (16 percent) was twice that of Black women (8 percent). (There was no statistically significant difference in award rates between Hispanic women and either White or Black women.) (See table I.)

Table H. Comparison of Mean Alimony Payments Received by Women in 1985 and 1983, by Selected Characteristics

Characteristic	Mean alimony payments			Percent change in alimony payments (constant dollars)
		1983		
	1985	Constant dollars	Current dollars	
Total	$3,733	$4,293	$3,976	-13.0
Current Marital Status[1]				
Divorced	3,975	4,805	4,450	-17.3
Separated	3,083	3,491	3,233	-11.7
Race and Hispanic Origin				
White	3,858	4,634	4,292	*-16.7
Black	(B)	(B)	(B)	(X)
Hispanic[2]	(B)	(B)	(B)	(X)
Age				
18 to 29 years	(B)	(B)	(B)	(X)
30 to 39 years	3,200	2,653	2,457	20.6
40 years and over	4,365	5,757	5,332	**-24.2
Years of School Completed				
Less than 12 years	3,574	(B)	(B)	(X)
High school: 4 years	2,588	3,255	3,015	-20.5
College: 1 to 3 years	5,907	5,364	4,968	10.1
4 years or more	4,300	5,502	5,096	-21.8
Presence of Own Children From an Absent Father				
No children	4,241	5,682	5,262	**-25.4
One or more children	3,174	3,147	2,915	0.9

B Base less than 75,000.
X Not applicable.
*Significant between the 90- and 95-percent confidence levels.
**Significant at the 95-percent confidence level.

[1] Excludes currently married and currently widowed women whose previous marriage ended in divorce.
[2] Hispanic women may be of any race.

Table I. Alimony Payments Awarded and Received in 1985—Ever-Divorced and Currently Separated Women, by Selected Characteristics

(Numbers in thousands. Women as of spring 1986)

Characteristic			Supposed to receive alimony in 1985			
				Actually received alimony in 1985		
	Total	Percent awarded alimony payments	Total	Percent	Mean alimony payments	Mean total money income
Total	19,156	14.6	840	73.3	$3,733	$17,781
Marital Status[1]						
Married[2]	7,361	13.8	89	58.4	(B)	(B)
Divorced	8,000	17.1	604	73.3	3,975	19,425
Separated	2,610	10.0	146	82.2	3,083	12,891
Race and Hispanic Origin						
White	16,039	15.8	752	74.3	3,858	18,012
Black	2,766	8.0	70	(B)	(B)	(B)
Hispanic[3]	1,196	11.0	42	(B)	(B)	(B)
Age						
18 to 29 years	2,817	7.7	107	57.9	(B)	(B)
30 to 39 years	5,678	10.9	270	72.2	3,200	16,912
40 years and over	10,662	18.5	464	77.2	4,365	19,821
Years of School Completed						
Less than 12 years	5,069	11.8	144	67.4	3,574	11,051
High school: 4 years	8,378	15.3	383	71.8	2,588	14,420
College: 1 to 3 years	3,558	15.2	161	73.9	5,907	22,006
4 years or more	2,150	17.7	152	82.2	4,300	26,376
Presence of Own Children From an Absent Father						
No children present	12,357	16.4	452	71.2	4,241	18,086
One or more children present	6,799	11.4	388	75.5	3,174	17,445

B Base less than 75,000.

[1] Excludes a small number of currently widowed women whose previous marriage ended in divorce.

[2] Remarried women whose previous marriage ended in divorce.

[3] Hispanic women may be of any race.

AWARD OF PROPERTY SETTLEMENTS

- Of the 16.5 million ever-divorced women as of spring 1986, 5.9 million, or about 36 percent, were awarded a property settlement, showing no change from the percentage reported in the 1984 survey. (See table J.)
- About 26 percent of women with a property settlement as of spring 1986 received a "one-time" cash payment as at least part of the settlement. (See table K.) About 22 percent received only a cash payment, while about 4 percent received both a cash payment and other property.
- Of women awarded a property settlement, about 25 percent also received some form of support payment in 1985. Of ever-divorced women without a property settlement, about 14 percent received support payments in 1985. (See table 5.)
- The average total income of women with property settlements ($14,970) was higher than those without settlements ($11,850).

Table J. Receipt of Property Settlement by Ever-Divorced Women, as Reported in 1986 and 1984

(Numbers in thousands. Women as of spring 1986 and 1984)

Receipt of property settlement	1986	1984
Total	16,547	14,761
No property settlement reached	10,663	9,269
Received property settlement	5,883	5,492
Percent receiving property settlement	35.6	37.2

Table K. Receipt and Type of Property Settlement for Ever-Divorced Women, by Selected Characteristics

(Numbers in thousands. Women as of spring 1986)

Characteristic	Total	No settlement reached	Property settlement reached			
			Total	Type of settlement (percent)		
				Cash[1] only	Other types[2] only	Cash[1] and other types[2]
Total	16,547	10,663	5,883	21.6	74.2	4.2
Current Marital Status						
Divorced	8,000	4,869	3,131	23.5	73.1	3.4
Married[3]	7,361	4,893	2,468	20.5	74.6	4.9
Widowed[4]	1,186	901	285	10.5	82.1	7.4
Race and Hispanic Origin						
White	14,408	9,078	5,330	22.1	75.2	2.7
Black	1,832	1,373	459	14.6	66.0	19.4
Hispanic[5]	866	619	247	19.0	76.1	4.5
Age						
18 to 29 years	2,046	1,535	511	24.7	73.4	2.0
30 to 39 years	4,950	3,106	1,844	23.2	74.8	2.1
40 years and over	9,550	6,022	3,528	20.4	74.0	5.7
Years of School Completed						
Less than 12 years	4,146	2,975	1,171	18.6	76.1	5.3
High school: 4 years	7,354	4,735	2,619	20.8	74.7	4.5
College: 1 to 3 years	3,091	1,910	1,182	22.1	73.9	3.9
4 years or more	1,955	1,044	911	27.3	70.4	2.3
Presence of Own Children From an Absent Father						
No children	11,110	7,197	3,913	21.3	73.8	5.0
One or more children	5,436	3,466	1,970	22.3	75.0	2.7

[1] A one-time cash settlement.
[2] Other property (e.g., house, other real estate, cars, or furnishing).
[3] Remarried women whose previous marriage ended in divorce.
[4] Widowed women whose previous marriage ended in divorce.
[5] Hispanic women may be of any race.

BRIEF DESCRIPTION OF THE SURVEY

The data on child support and alimony were collected in a special supplement to the April 1986 Current Population Survey (CPS). All women 18 years of age and older were within the universe for the supplemental questions. The presence of own children under 21 years of age whose father did not live in the same household determined whether or not a woman was eligible for the questions on child support. Marital status and divorce history determined whether or not a woman was eligible for the questions on alimony and property settlements. The supplemental questions were placed on the April CPS so that this information could be combined with information previously collected in the March CPS on annual work experience, income, and poverty status.

REVISED SURVEY PROCEDURES

The note at the beginning of this report indicates a revision to survey procedures for the CPS. This revision was the change from the 1970 sample design to a sample design based on the 1980 census.

During the period from April 1984 through June 1985, the Bureau of the Census systematically introduced a new sample design for the Current Population Survey. The purposes of this new sample design were to update the sampling frame to the 1980-census base, to improve survey efficiency, and to improve the quality of the survey estimates. The new sample design may have small effects on estimates of income, including income from child support and alimony payments.

CHANGES IN THE APRIL CPS SURVEY

In an attempt to improve reporting and the useability of the data, a minor modification was made to one question from the previous survey. (See Current Population Reports, Series P-23, No. 148, appendix C.)

The change was made to the item which ascertains the reason for non-award for those women with children present from absent fathers who were not awarded child support for their children. In the previous survey, women interviewed were asked to indicate the reason for non-award, either by specifying one of the six response categories or by indicating there was "some other reason." In the 1984 survey, if the respondent indicated that there was "some other reason," she was not asked to specify what that reason was. A substantial portion of those responding to this item simply indicated that there was "some other reason" for non-award.

For the 1986 CPS, the same individual response categories from the 1984 CPS were retained; however, the requirement was added that when a respondent answered "some other reason," the interviewer was to ask the respondent to specify what that reason was.

Likely as a result of the change, a lower proportion of women interviewed in 1986 responded that the reason for non-award was "other" than did those interviewed in 1984. The proportion of women identifying one of the six specified categories as the reason for non-award was thereby increased from that of the previous survey. Thus, when comparing the data from 1986 on reason for non-award to the data collected in 1984, the reader should keep in mind the effect on the data of the change in the wording of that item.

CHANGES IN THE MARCH CPS SURVEY

The Census Bureau made a revision to the March CPS income supplement questionnaire in an effort to adapt to continually rising levels of annual income. Beginning with the March 1986 CPS, the question which covers the amount of earnings received from the employer or own business for which the respondent worked the longest during the previous calendar year was modified to permit coding of earnings amounts to a maximum of $299,999. Prior to March 1986, procedures allowed for coding of amounts to a maximum of $99,999. This change in the questionnaire causes a break in the time series for some income measures. For detailed information on this change, see Current Population Reports, Series P-60, No. 154, "Revisions to the Earnings Question on the March 1986 CPS."

Table 1. Child Support Payments Agreed to or Awarded, by Characteristics of All Women and Women With Incomes Below the Poverty Level in 1985

(Women with own children under 21 years of age present from absent fathers as of spring 1986. For meaning of symbols, see text)

Characteristic	Total (Thous.)	Child support payments—												
		Agreed to or awarded										Not awarded		
		Total¹ (Thous.)	Supposed to receive payments in 1985									Number (Thous.)	Mean total money income	
			Total (Thous.)	Received payments					Did not receive payments					
				Number (Thous.)	Mean total money income		Mean income from child support		Number (Thous.)	Mean total money income				
					Value (Dol.)	Standard error (Dol.)	Value (Dol.)	Standard error (Dol.)		Value (Dol.)	Standard error (Dol.)		Value (Dol.)	Standard error (Dol.)
ALL WOMEN														
Total	8 808	5 396	4 381	3 243	14 778	310	2 215	61	1 138	10 837	495	3 411	7 998	296
Standard error	218	174	158	137	(X)	(X)	(X)	(X)	82	(X)	(X)	140	(X)	(X)
Current Marital Status														
Married²	2 322	1 904	1 416	970	13 512	601	1 986	83	447	9 621	835	418	8 495	858
Divorced	3 045	2 492	2 179	1 637	16 778	418	2 538	98	541	12 580	712	553	11 375	757
Separated	1 363	587	453	362	12 642	708	2 062	166	71	(B)	(B)	776	9 065	730
Widowed³	69	43	30	23	(B)	(B)	(B)	(B)	7	(B)	(B)	26	(B)	(B)
Never married	2 009	370	303	231	9 675	1 256	1 147	148	72	(B)	(B)	1 639	6 247	246
Race and Hispanic Origin														
White	6 341	4 476	3 651	2 722	15 052	338	2 294	67	929	10 854	543	1 865	8 746	416
Black	2 310	839	657	473	13 297	898	1 754	151	184	10 477	1 350	1 471	6 969	322
Hispanic⁴	813	342	282	192	11 505	1 226	2 011	327	90	9 430	1 819	471	6 306	662
Age														
18 to 29 years	2 887	1 288	1 089	777	10 886	559	1 467	86	312	6 406	715	1 599	5 323	222
30 to 39 years	3 614	2 547	2 182	1 605	15 513	430	2 397	89	578	11 553	659	1 066	10 068	476
40 years and over	2 307	1 561	1 110	861	16 913	640	2 552	130	249	14 730	1 239	746	10 770	824
Years of School Completed														
Less than 12 years	2 230	1 009	750	503	9 144	702	1 835	139	247	5 670	605	1 221	4 862	234
High school: 4 years	4 176	2 645	2 152	1 600	13 577	368	2 040	77	552	9 736	618	1 531	7 942	338
College: 1 to 3 years	1 653	1 169	1 003	748	17 014	677	2 447	137	255	14 245	1 067	484	10 823	715
4 years or more	748	573	476	391	22 639	1 013	2 978	217	85	22 880	2 454	175	22 567	2 596
Number of Own Children Present From an Absent Father														
One child	4 607	2 783	2 146	1 545	14 151	456	1 679	61	601	11 367	678	1 824	8 466	353
Two children	2 879	1 953	1 659	1 289	15 259	497	2 597	104	370	11 327	958	926	7 556	407
Three children	867	502	426	306	16 319	982	2 800	239	120	6 515	866	364	8 287	1 325
Four children or more	456	159	150	103	13 544	1 064	3 739	615	47	(B)	(B)	297	5 151	563
WOMEN WITH INCOMES BELOW THE POVERTY LEVEL IN 1985														
Total	2 797	1 130	905	595	5 130	350	1 383	180	310	4 587	830	1 668	3 926	211
Standard error	187	120	107	87	(X)	(X)	(X)	(X)	63	(X)	(X)	145	(X)	(X)
Current Marital Status														
Married²	180	121	81	50	(B)	(B)	(B)	(B)	31	(B)	(B)	59	(B)	(B)
Divorced	795	572	499	301	5 295	460	1 522	268	198	5 023	686	223	4 146	610
Separated	646	221	158	116	4 994	835	1 503	414	41	(B)	(B)	425	4 335	446
Widowed³	18	9	4	4	(B)	(B)	(B)	(B)	-	(B)	(B)	9	(B)	(B)
Never married	1 159	207	163	123	5 450	709	900	295	40	(B)	(B)	952	3 770	254
Race and Hispanic Origin														
White	1 569	787	631	411	5 005	428	1 463	231	221	4 563	725	782	3 969	343
Black	1 190	322	257	174	5 403	611	1 085	237	83	4 534	1 152	868	3 900	260
Hispanic⁴	414	100	74	43	(B)	(B)	(B)	(B)	31	(B)	(B)	314	4 266	683
Age														
18 to 29 years	1 419	469	368	241	4 853	537	963	232	128	3 943	853	951	3 595	252
30 to 39 years	920	485	405	258	5 634	531	1 674	296	147	4 973	955	435	4 499	433
40 years and over	458	176	131	96	4 473	817	1 649	413	35	(B)	(B)	282	4 160	591
Years of School Completed														
Less than 12 years	1 244	404	306	194	5 103	572	1 350	315	113	3 979	1 069	840	3 610	293
High school: 4 years	1 188	529	437	299	5 072	523	1 319	247	138	4 760	868	660	4 199	320
College: 1 to 3 years	333	177	149	94	5 393	833	1 661	480	55	(B)	(B)	156	4 455	809
4 years or more	32	20	13	8	(B)	(B)	(B)	(B)	5	(B)	(B)	12	(B)	(B)
Number of Own Children Present From an Absent Father														
One child	1 185	478	359	236	4 531	513	1 112	234	122	3 606	1 041	707	3 336	291
Two children	940	443	362	247	5 004	536	1 580	269	115	5 093	943	497	4 131	369
Three children	400	149	125	70	(B)	(B)	(B)	(B)	55	(B)	(B)	252	4 329	550
Four children or more	272	60	59	41	(B)	(B)	(B)	(B)	18	(B)	(B)	212	4 937	706

[1] Includes a small number of women who were not supposed to receive payments in 1985.

[2] Remarried women whose previous marriage ended in divorce.

[3] Widowed women whose previous marriage ended in divorce.

[4] Hispanic women may be of any race.

Table 2. Child Support Award Status—Inclusion of Health Insurance in Award and Reason for Non-Award, by Characteristics of All Women and Women With Incomes Below the Poverty Level in 1985

(Numbers in thousands. Women with own children under 21 years of age present from absent fathers as of spring 1986. For meaning of symbols, see text)

Characteristic	Total	Awarded			Not awarded							
						Reason for non-award						
										Wanted award but–		
	Total	Total	Health insurance included	Health insurance not included	Total	Final agreement pending	Property settlement in lieu	Joint custody granted	Did not want child support	Unable to locate father	Unable to establish paternity	Some other reason
ALL WOMEN												
Total	8 806	5 396	2 402	2 995	3 411	329	68	103	1 257	1 075	109	470
Standard error	219	174	118	132	140	44	(B)	25	88	93	29	53
Current Marital Status												
Married[1]	2 322	1 904	818	1 086	418	16	20	39	186	66	6	85
Separated	1 363	587	224	363	776	195	11	15	153	290	-	112
Divorced	3 045	2 492	1 255	1 237	553	20	33	36	217	153	18	76
Widowed[2]	69	43	15	29	26	-	4	-	10	8	-	4
Never married	2 009	370	90	280	1 639	96	-	14	692	539	85	213
Race and Hispanic Origin												
White	6 341	4 476	2 167	2 309	1 865	234	64	84	710	456	31	275
Black	2 310	839	214	625	1 471	86	4	9	506	599	75	192
Hispanic[3]	813	342	86	256	471	49	10	3	148	183	6	72
Age												
18 to 29 years	2 887	1 288	501	787	1 599	233	-	34	565	454	54	258
30 to 39 years	3 614	2 547	1 142	1 405	1 066	70	15	55	437	331	39	120
40 years and over	2 307	1 561	756	803	746	26	53	14	256	289	16	92
Years of School Completed												
Less than 12 years	2 230	1 009	343	666	1 221	111	19	24	376	469	53	169
High school: 4 years	4 176	2 645	1 207	1 438	1 531	154	32	50	623	428	39	205
College: 1 to 3 years	1 653	1 169	539	630	484	50	7	21	172	134	17	84
4 years or more	748	573	312	261	175	15	10	9	86	43	-	12
Number of Own Children Present From an Absent Father												
One child	4 607	2 783	1 161	1 621	1 824	194	42	56	734	493	53	253
Two children	2 879	1 953	935	1 018	926	87	21	32	316	297	34	140
Three children	867	502	224	278	364	20	5	13	110	169	14	33
Four children or more	456	159	81	78	297	27	-	3	98	116	8	44
WOMEN WITH INCOMES BELOW THE POVERTY LEVEL IN 1985												
Total	2 797	1 130	418	712	1 668	174	13	31	490	661	64	235
Standard error	187	120	73	95	145	47	(B)	(B)	79	92	(B)	55
Current Marital Status												
Married[1]	180	121	49	71	59	3	-	9	13	24	1	9
Separated	646	221	63	158	425	113	3	3	80	168	-	58
Divorced	795	572	252	320	223	7	9	12	67	85	8	34
Widowed[2]	18	9	-	9	9	-	-	-	2	3	-	3
Never married	1 159	207	53	154	952	50	-	7	358	351	55	131
Race and Hispanic Origin												
White	1 569	787	348	439	782	115	12	22	245	245	23	120
Black	1 190	322	65	257	868	53	1	9	242	409	41	114
Hispanic[3]	414	100	20	80	314	31	5	-	90	142	5	41
Age												
18 to 29 years	1 419	469	170	299	951	128	-	18	291	320	37	157
30 to 39 years	920	485	199	286	435	31	1	12	128	192	23	47
40 years and over	458	176	49	127	282	15	12	-	71	149	4	31
Years of School Completed												
Less than 12 years	1 244	404	124	281	840	85	6	12	243	358	37	99
High school: 4 years	1 189	529	213	315	660	74	7	13	204	236	18	107
College: 1 to 3 years	333	177	64	113	156	13	-	6	34	65	9	30
4 years or more	32	20	17	3	12	1	-	-	8	2	-	-
Number of Own Children Present From an Absent Father												
One child	1 185	478	176	302	707	92	7	14	210	261	30	93
Two children	940	443	174	269	497	48	5	11	147	182	14	90
Three children	400	148	44	105	252	12	-	2	74	132	12	19
Four children or more	272	60	24	36	212	22	-	3	60	86	8	33

[1] Remarried women whose previous marriage ended in divorce.

[2] Widowed women whose previous marriage ended in divorce.

[3] Hispanic women may be of any race.

Table 3. Receipt of Child Support Payments in 1985—Women With Children Present, by Type of Arrangement

(Numbers in thousands. Women with own children under 21 years of age present from absent fathers as of spring 1986. For meaning of symbols, see text)

Characteristic	Total due payments		Amount of payments due in 1985							
	Number	Standard error	$1 to $499	$500 to $999	$1,000 to $1,499	$1,500 to $1,999	$2,000 to $2,999	$3,000 to $4,999	$5,000 to $6,999	$7,000 and over
All Payments[1]										
Percent of Payments Received in 1985:										
Total	4 381	158	180	535	751	660	1 000	882	206	167
0.0	1 138	82	57	189	278	192	230	174	12	6
0.1 to 24.9	362	48	2	42	48	57	97	78	15	24
25.0 to 49.9	198	34	13	40	22	19	60	34	6	4
50.0 to 74.9	346	45	13	49	52	66	69	65	17	15
75.0 to 99.9	223	38	3	14	25	38	71	58	5	10
100.0 and over	2 112	111	101	201	328	279	473	473	151	107
Mean income from child support[2] ... dollars	1 640	(X)	287	380	640	962	1 476	2 440	4 674	7 349
Standard error ... dollars	51	(X)	58	27	35	51	57	93	227	530
Mean total money income ... dollars	13 753	(X)	7 053	9 910	12 990	12 715	13 425	16 438	18 480	23 099
Standard error ... dollars	267	(X)	799	646	658	652	491	610	1 285	1 709
Number below poverty level	905	(X)	87	184	182	116	199	124	22	11
Standard error	107	(X)	33	46	48	38	51	40	(B)	(B)
If Full Amount of Payments Were Received in 1985:										
Mean income from child support[2] ... dollars	2 495	(X)	292	756	1 219	1 726	2 407	3 702	5 651	9 572
Standard error ... dollars	50	(X)	15	11	7	9	12	31	56	317
Mean total money income ... dollars	14 616	(X)	7 166	10 291	13 571	13 481	14 358	17 704	19 457	25 312
Standard error ... dollars	267	(X)	796	645	654	648	484	596	1 270	1 660
Number below poverty level	801	(X)	87	161	165	105	177	93	15	-
Standard error	101	(X)	33	45	48	37	48	34	(B)	(B)
Court-Ordered Payments										
Percent of Payments Received in 1985:										
Total	2 751	126	128	365	480	466	610	523	104	95
0.0	821	74	39	145	224	165	191	148	4	6
0.1 to 24.9	254	39	2	26	32	44	86	49	14	20
25.0 to 49.9	151	30	13	30	14	16	40	26	6	4
50.0 to 74.9	225	37	13	40	34	51	44	28	11	5
75.0 to 99.9	147	30	3	12	15	23	39	47	3	5
100.0 and over	1 054	79	56	112	141	167	230	226	65	56
Mean income from child support[2] ... dollars	1 345	(X)	247	352	480	837	1 237	2 099	4 386	6 536
Standard error ... dollars	60	(X)	68	33	43	60	74	124	362	724
Mean total money income ... dollars	13 192	(X)	6 829	10 679	12 224	12 222	12 370	16 567	20 550	19 473
Standard error ... dollars	326	(X)	1 031	818	859	614	651	748	2 249	1 700
Number below poverty level	585	(X)	56	113	102	82	139	69	12	11
Standard error	86	(X)	(B)	38	38	32	42	(B)	(B)	(B)
If Full Amount of Payments Were Received in 1985:										
Mean income from child support[2] ... dollars	2 393	(X)	287	762	1 218	1 735	2 393	3 683	5 748	9 846
Standard error ... dollars	61	(X)	18	13	9	11	15	37	82	386
Mean total money income ... dollars	14 247	(X)	6 951	11 096	12 980	13 120	13 528	18 158	21 912	22 585
Standard error ... dollars	327	(X)	1 029	818	856	609	640	724	2 199	1 694
Number below poverty level	511	(X)	56	110	85	74	125	51	9	-
Standard error	81	(X)	(B)	38	33	(B)	40	(B)	(B)	(B)
Voluntary Written Agreements										
Percent of Payments Received in 1985:										
Total	1 441	92	56	128	246	173	352	325	101	60
0.0	184	33	11	28	51	27	31	28	8	-
0.1 to 24.9	94	24	-	16	11	13	32	18	-	4
25.0 to 49.9	39	(B)	-	10	6	-	14	8	-	-
50.0 to 74.9	106	25	-	7	16	15	23	34	6	5
75.0 to 99.9	75	21	-	2	10	15	31	9	2	5
100.0 and over	945	75	45	65	153	103	223	227	85	45
Mean income from child support[2] ... dollars	2 187	(X)	(B)	432	876	1 267	1 863	3 011	4 992	(B)
Standard error ... dollars	93	(X)	(B)	50	56	69	80	133	260	(B)
Mean total money income ... dollars	14 900	(X)	(B)	9 500	14 477	14 194	15 302	15 794	16 425	(B)
Standard error ... dollars	477	(X)	(B)	1 222	1 096	1 771	730	1 035	1 110	(B)
Number below poverty level	256	(X)	24	26	64	34	49	48	10	-
Standard error	57	(X)	(B)	(B)	(B)	(B)	(B)	(B)	(B)	(B)
If Full Amount of Payments Were Received in 1985:										
Mean income from child support[2] ... dollars	2 706	(X)	(B)	751	1 228	1 707	2 433	3 752	5 554	(B)
Standard error ... dollars	88	(X)	(B)	21	13	19	19	56	72	(B)
Mean total money income ... dollars	15 428	(X)	(B)	9 818	14 832	14 840	15 853	16 536	16 867	(B)
Standard error ... dollars	477	(X)	(B)	1 203	1 092	1 769	733	1 020	1 110	(B)
Number below poverty level	226	(X)	24	26	64	30	41	34	5	-
Standard error	54	(X)	(B)	(B)	(B)	(B)	(B)	(B)	(B)	(B)

[1] Includes a small number of women whose arrangement type was 'other,' not shown separately.

[2] Mean amount based on all women due payments, whether or not payments were received.

Table 4. Allimony or Maintenance Payments Agreed to or Awarded, by Characteristics of All Women and Women With Incomes Below the Poverty Level in 1985

(Ever-divorced or currently separated women as of spring 1986. For meaning of symbols, see text)

Characteristic	Total (Thous.)	Alimony or maintenance payments--												
		Agreed to or awarded										Not awarded		
		Total[1] (Thous.)	Supposed to receive payments in 1985									Number (Thous.)	Mean total money income	
			Total (Thous.)	Received payments					Did not receive payments					
				Number (Thous.)	Mean total money income		Mean income from alimony/maint.		Number (Thous.)	Mean total money income				
					Value (Dol.)	Standard error (Dol.)	Value (Dol.)	Standard error (Dol.)		Value (Dol.)	Standard error (Dol.)		Value (Dol.)	Standard error (Dol.)
ALL WOMEN														
Total	19 156	2 903	840	616	17 781	943	3 733	294	225	11 262	1 096	16 354	11 736	144
Standard error	300	127	71	60	(X)	(X)	(X)	(X)	37	(X)	(X)	263	(X)	(X)
Current Marital Status														
Married[2]	7 381	1 015	89	52	(B)	(B)	(B)	(B)	37	(B)	(B)	6 346	10 122	236
Widowed[3]	1 186	159	1	–	(B)	(B)	(B)	(B)	1	(B)	(B)	1 027	9 245	419
Divorced	8 000	1 368	604	443	19 425	1 133	3 975	390	161	11 811	1 326	6 632	14 346	224
Separated	2 610	261	146	120	12 881	1 859	3 083	624	26	(B)	(B)	2 348	9 814	349
Race and Hispanic Origin														
White	16 039	2 539	752	559	18 012	1 008	3 858	316	193	11 413	1 203	13 500	12 108	183
Black	2 766	220	70	44	(B)	(B)	(B)	(B)	25	(B)	(B)	2 546	9 816	318
Hispanic[4]	1 196	132	42	29	(B)	(B)	(B)	(B)	13	(B)	(B)	1 064	8 586	596
Age														
18 to 29 years	2 817	216	107	62	(B)	(B)	(B)	(B)	45	(B)	(B)	2 601	8 918	270
30 to 39 years	5 678	618	270	195	16 912	1 620	3 200	447	75	11 178	1 668	5 060	13 524	273
40 years and over	10 662	1 969	464	358	19 621	1 287	4 395	423	106	13 685	1 737	8 693	11 538	200
Years of School Completed														
Less than 12 years	5 069	600	144	97	11 051	1 411	3 574	637	47	(B)	(B)	4 470	6 334	156
High school: 4 years	8 378	1 280	383	275	14 420	1 164	2 588	318	108	11 279	1 464	7 098	11 356	192
College: 1 to 3 years	3 558	542	161	119	22 006	1 860	5 907	913	42	(B)	(B)	3 016	14 734	348
4 years or more	2 150	381	152	125	25 378	2 711	4 300	662	27	(B)	(B)	1 770	21 790	603
Presence of Own Children From an Absent Father														
No children present	12 357	2 026	452	322	18 086	1 379	4 241	450	129	12 095	1 507	10 331	11 471	183
One child or more present	6 799	777	388	293	17 445	1 271	3 174	361	95	10 142	1 559	6 023	12 190	232
Year of Divorce or Separation														
1980 and later	7 764	962	559	438	18 049	1 094	4 046	375	121	10 151	1 429	6 803	12 596	223
1975 to 1979	3 921	440	134	86	17 012	2 255	3 245	587	47	(B)	(B)	3 481	12 956	332
1970 to 1974	2 469	466	99	59	(B)	(B)	(B)	(B)	39	(B)	(B)	2 003	12 014	420
Before 1970	5 002	935	48	30	(B)	(B)	(B)	(B)	18	(B)	(B)	4 067	9 115	253
Work Experience in 1985														
Worked	13 047	1 903	619	463	20 933	1 122	3 834	346	156	14 531	1 336	11 144	15 017	175
Worked at full-time jobs	10 177	1 454	455	331	23 952	1 325	4 006	447	124	16 752	1 490	8 723	17 168	200
50 to 52 weeks	7 701	1 103	325	233	27 341	1 529	4 332	554	92	18 152	1 743	6 598	19 239	218
Worked at part-time jobs	2 869	449	164	132	13 354	1 662	3 404	454	32	(B)	(B)	2 421	7 265	217
Did not work	6 110	900	221	153	8 245	830	3 425	663	66	(B)	(B)	5 210	4 718	156
WOMEN WITH INCOMES BELOW THE POVERTY LEVEL IN 1985														
Total	3 716	434	175	108	5 262	780	1 452	557	66	(B)	(B)	3 281	3 625	180
Standard error	214	74	47	37	(X)	(X)	(X)	(X)	(B)	(X)	(X)	201	(X)	(X)
Current Marital Status														
Married[2]	524	56	3	2	(B)	(B)	(B)	(B)	1	(B)	(B)	470	1 900	475
Widowed[3]	309	30	1	–	(B)	(B)	(B)	(B)	1	(B)	(B)	270	3 817	324
Divorced	1 800	247	110	62	(B)	(B)	(B)	(B)	48	(B)	(B)	1 553	3 962	219
Separated	1 082	83	61	44	(B)	(B)	(B)	(B)	17	(B)	(B)	969	3 835	290
Race and Hispanic Origin														
White	2 670	378	152	97	5 301	859	1 485	610	55	(B)	(B)	2 292	3 51[illegible]	195
Black	973	48	21	11	(B)	(B)	(B)	(B)	10	(B)	(B)	924	3 6[illegible]	275
Hispanic[4]	410	35	# 8	9	(B)	(B)	(B)	(B)	1	(B)	(B)	376	4 07[illegible]	645
Age														
18 to 29 years	851	86	55	33	(B)	(B)	(B)	(B)	22	(B)	(B)	765	3 476	310
30 to 39 years	1 090	111	65	45	(B)	(B)	(B)	(B)	20	(B)	(B)	979	4 229	330
40 years and over	1 774	237	54	30	(B)	(B)	(B)	(B)	24	(B)	(B)	1 537	3 314	215
Presence of Own Children From an Absent Father														
No children present	2 077	266	72	41	(B)	(B)	(B)	(B)	31	(B)	(B)	1 811	2 999	183
One child or more present	1 638	168	103	67	(B)	(B)	(B)	(B)	35	(B)	(B)	1 470	4 395	260

[1] Includes women who were not supposed to receive payments in 1985.
[2] Remarried women whose previous marriage ended in divorce.
[3] Widowed women whose previous marriage ended in divorce.
[4] Hispanic women may be of any race.

Table 5. Property Settlements Following Divorce—Ever-Divorced Women, by Characteristics

(Numbers in thousands. Women as of spring 1986. For meaning of symbols, see text)

Characteristic	Total	No settlement reached				Property settlement reached						
			Received–				Received–			Type of settlement		
		Total[1]	Child support only	Alimony only	Child support and alimony	Total[1]	Child support only	Alimony only	Child support and alimony	Cash[2] only	Other types[3] only	Cash[2] and other types[3]
Total	16 547	10 663	1 352	60	55	5 883	1 107	264	116	1 272	4 363	248
Standard error	284	237	69	(B)	(B)	181	81	40	26	67	157	38
Current Marital Status												
Divorced	8 000	4 869	831	55	49	3 131	648	230	109	736	2 289	106
Married[4]	7 361	4 893	509	5	6	2 468	448	34	7	507	1 841	120
Widowed[5]	1 186	901	12	-	-	285	11	-	-	30	234	21
Race and Hispanic Origin												
White	14 408	9 078	1 179	42	51	5 330	1 014	249	115	1 179	4 007	144
Black	1 832	1 373	160	18	3	459	73	6	2	67	303	89
Hispanic[6]	866	619	64	3	5	247	61	-	2	47	188	11
Age												
18 to 29 years	2 046	1 535	329	2	10	511	163	8	13	126	375	10
30 to 39 years	4 950	3 106	674	12	31	1 844	624	75	38	427	1 379	38
40 years and over	9 550	6 022	349	46	14	3 528	320	181	65	719	2 609	200
Years of School Completed												
Less than 12 years	4 146	2 975	200	14	7	1 171	147	39	3	218	891	62
High school: 4 years	7 354	4 735	659	25	33	2 619	549	106	63	544	1 956	119
College: 1 to 3 years	3 091	1 910	351	11	8	1 182	248	57	22	261	874	46
4 years or more	1 955	1 044	142	10	7	911	163	62	27	249	641	21
Presence of Own Children From an Absent Father												
No children present	11 110	7 197	(X)	49	(X)	3 913	(X)	236	(X)	833	2 887	194
One child or more present	5 436	3 466	1 352	11	55	1 970	1 107	28	116	439	1 477	54
Year of Divorce												
1980 and later	5 900	3 642	816	20	39	2 258	653	183	93	558	1 605	95
1975 to 1979	3 640	2 289	366	15	13	1 351	277	30	13	334	961	55
1970 to 1974	2 287	1 470	135	14	3	817	117	33	10	197	570	51
Before 1970	4 720	3 262	35	12	-	1 457	60	18	-	184	1 227	46
Income in 1985												
Without income	898	663	(X)	(X)	(X)	235	(X)	(X)	(X)	41	171	23
With income	15 649	10 000	1 352	60	55	5 648	1 107	264	116	1 231	4 192	225
$1 to $999 or loss	1 092	775	38	-	-	317	26	7	-	65	230	22
$1,000 to $1,999	578	402	44	-	-	176	32	2	2	32	140	4
$2,000 to $3,999	1 615	1 158	104	7	8	457	86	15	3	84	360	13
$4,000 to $5,999	1 551	1 096	69	12	-	455	76	15	-	75	354	26
$6,000 to $7,999	1 541	1 055	101	4	4	487	95	28	11	89	383	15
$8,000 to $9,999	1 093	733	101	3	5	361	53	21	9	66	290	5
$10,000 to $11,999	1 062	680	107	3	3	382	61	18	10	76	282	24
$12,000 to $14,999	1 619	993	180	2	-	625	122	22	16	168	424	33
$15,000 to $19,999	2 055	1 276	248	4	11	779	217	30	24	174	591	14
$20,000 to $24,999	1 395	782	172	12	16	612	155	20	13	182	406	24
$25,000 and over	2 048	1 051	188	13	8	997	183	84	28	220	733	45
Median income dollars..	10 667	9 405	13 871	(B)	(B)	12 911	15 011	15 352	16 420	14 295	12 409	12 325
Standard error dollars..	196	227	511	(B)	(B)	300	659	2 053	1 663	521	381	1 105
Mean income dollars..	12 973	11 848	14 983	(B)	(B)	14 965	15 739	19 811	16 686	16 127	14 642	14 623
Standard error dollars..	150	176	460	(B)	(B)	270	556	1 650	1 642	591	311	1 344

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[1] Detail does not add to total because some ever-divorced women received neither child support nor alimony, not shown separately.

[2] A one-time cash settlement.

[3] Other property (e.g., house, other real estate, cars, or furnishings).

[4] Remarried women whose previous marriage ended in divorce.

[5] Widowed women whose previous marriage ended in divorce.

[6] Hispanic women may be of any race.

PART III

EMPLOYMENT AND TRAINING PROGRAMS FOR AFDC RECIPIENTS

A. Description of Programs

INTRODUCTION

Providing employment, education and training services for recipients of Aid to Families with Dependent Children (AFDC) has long been a major concern of the Committee on Finance. In 1956 the Committee approved amendments to the Social Security Act that authorized Federal matching for these kinds of activities. In 1967 the Committee developed amendments that established the basic structure of the Work Incentive (WIN) program. Amendments to strengthen the WIN program were initiated by the Committee in 1971. Also in 1971, the Committee initiated legislation to provide a tax credit for employers who hired WIN participants.

In 1981, when the Administration proposed the community work experience program (CWEP), popularly known as "workfare", the Committee approved that proposal and also initiated legislation to create two alternative programs: WIN demonstrations and work supplementation. Thus, the structure that is now in place to assist AFDC applicants and recipients in preparing for and finding employment has been very largely the work of this Committee.

Not all of the work and training proposals that have been developed by the Committee have been enacted into law. In particular, the Committee approved a major restructuring of welfare programs in 1972 that would have placed all adult welfare recipients (excluding mothers with children under age 6 and some other individuals) in a work and training program that emphasized job placement and training for those relatively "job ready", and a job guarantee program for those who could not be placed in unsubsidized employment. Persons in these programs would not have been eligible for welfare payments.

Currently, the Social Security Act gives States broad latitude in administering work and training programs for welfare recipients. The statute requires that the WIN program be operated in all States, but it allows States to choose to operate a WIN demonstration program as an alternative to the regular WIN program. The major difference between WIN and WIN demonstration programs lies in who has responsibility for operating the program. The regular WIN program is administered jointly by the Department of Labor and the Department of Health and Human Services at the Federal level, and jointly by welfare agencies and employment services at the State level. WIN demonstration programs, on the other hand, are under the Department of Health and Human Services at the Federal level, and the welfare agency at the State level.

An additional important difference between WIN and WIN demonstration programs is that, under the latter, States are completely free to design their own programs.

The other programs that States may elect to operate—CWEP, work supplementation and welfare agency job search—are all under the direction of the State welfare agency. Thus, current law gives the State welfare agencies the opportunity to take over full responsibility for their work and training programs, and to offer a wide variety of activities of their own choosing.

Perhaps the major concern of many States at this time is not any limitation on their authority, but on their funding. Certain program activities (CWEP, work supplementation and job search) are generally eligible to receive 50 percent Federal funding on an open-ended entitlement basis as part of the State's AFDC administrative expenses. However, none of the 50 percent matching money may be used for institutional-type education and training activities. States that wish to provide these kinds of activities must use WIN funds, but funding for WIN has recently been cut back severely. (Institutional training may be available to AFDC recipients under the Job Training Partnership Act, but this program is operated under the aegis of the Department of Labor and, at the State level, by an administrative structure separate from the welfare agency.)

The employment and training activities that are currently authorized under title IV (the AFDC title) of the Social Security Act are described in more detail below.[1]

WORK INCENTIVE PROGRAM

When the Finance Committee approved legislation to create the WIN program, it anticipated that the program would serve very large numbers of AFDC recipients. The Committee commented in its report that ". . . it is anticipated that virtually all individuals who are referred to the Secretary of Labor by the welfare agencies will participate in the program." The Committee's expectations were never realized, because appropriations for the program remained very much smaller than was originally estimated.

From 1968 until recently, however, the WIN program has served as the major program providing welfare recipients with employment-related services. The WIN legislation authorizes a very broad range of activities, including job placement, intensive job search services, on-the-job training, institutional and work experience training, and public service employment. Supportive services, including child care and transportation services, counseling and others, are also authorized under the legislation.

The legislation that authorizes WIN also provides the only Federal work requirement applicable to AFDC applicants and recipients. All applicants and recipients must register for and participate in WIN activities to which they are assigned except: (1) a child under age 16 or a full-time student; (2) persons who are ill, incapacitated or of advanced age; (3) a person remote from a WIN site; (4) a person needed in the home to care for another member of the household who is ill or incapacitated; (5) the parent or relative of a child under age 6 who is providing care for the child except for brief and infrequent absences; (6) a person working at least 30 hours a week; (7) a pregnant woman during the last three months prior to the expected date of birth; and (8) a parent if the other parent is required to register.

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[1] See Tables C-1, C-2, C-3, and C-4 for information on State participation in the work and training programs authorized under title IV.

The law prescribes penalties for persons who refuse to participate in WIN without good cause. In the case of a single-parent family, the penalty is loss of benefits payable on behalf of the parent (or caretaker relative) who refuses to comply. In this case, protective payments must generally be made on behalf of the other family members. If the principal earner in a two-parent family eligible on the basis of the parent's unemployment refuses to comply, the penalty is loss of benefits to the entire family. The period for loss of benefits is three months for the first refusal to comply and six months for the second and any subsequent refusals.

The WIN statute establishes priorities that States are supposed to follow in assigning individuals to WIN activities: (1) unemployed fathers, (2) mothers who volunteer for participation, (3) other mothers, and pregnant women under age 19, (4) dependent children and relatives age 16 or over who are not in school, working or in training, and (5) all other persons.

WIN is administered jointly at the Federal level by the Department of Labor and the Department of Health and Human Services. At the State and local level, it is administered jointly by the welfare (or social services) agency and the employment service.

The welfare and employment agency personnel who administer the program are required to be co-located to the extent possible. Together, they are required to conduct an appraisal interview with each WIN registrant, and to develop an employability plan that includes both an employment component and a supportive services component. There must be a certification that the individual has been (or will be) provided with any necessary supportive services, including day care, before the individual can be certified for placement in a WIN component.

The Federal Government pays 90 percent matching for the costs of the WIN program. States must pay 10 percent of the costs, either in cash or in kind.

Half of WIN funds are allocated to the States on the basis of the number of WIN registrants in the State; the other half are allocated by the Secretary of Labor as he determines will best meet the purposes of the program. (Under the WIN demonstration amendments enacted in 1981, a State that operates a WIN demonstration program is guaranteed an annual funding amount equal to its initial 1981 WIN allocation amount. These State guaranteed amounts have been reduced proportionally as WIN appropriations have declined.)

Appropriations for the WIN program have always been below the levels estimated when the legislation was passed, and recently the program has experienced severe cuts. Appropriations for WIN since fiscal year 1980 have been as follows: 1980—$365 million, 1981—$365 million, 1982—$281 million, 1983—$271 million, 1984—$267 million, 1985—$264 million, 1986—$211 million, 1987—$137 million, and 1988—$93 million. Table C-5 shows WIN State allocations for fiscal years 1987 and 1988.

ENACTMENT OF THE COMMUNITY WORK EXPERIENCE PROGRAM (CWEP)

The Reagan Administration proposed legislation to create the Community Work Experience Program (CWEP) as part of its 1981 budget proposals. The Committee on Finance approved the CWEP proposal, with one major change. The Committee decided to make CWEP an optional, rather than a mandatory, program for the States. CWEP, as approved by the Committee, became law in 1981.

The concept behind the CWEP program is that recipients should be required to perform some kind of public work in exchange for their welfare benefits. The program was widely described at the time of enactment as an expansion to the Federal level of a demonstration program undertaken as part of California's welfare reform program when Ronald Reagan was Governor of that State. Actually, it differed only in detail from the community work and training programs that States were authorized to operate under the AFDC law during much of the 1960's.

The stated purpose of the State CWEP programs is "to provide experience and training for individuals not otherwise able to obtain employment in order to assist them to move into regular employment." The statute limits programs to those which serve a useful public purpose in fields such as health, social services, environmental protection, education, urban and rural development, welfare, recreation, public facilities, public safety, and day care. The law also states that, to the extent possible, the prior training, experience and skills of a recipient are to be used in making work experience assignments.

The legislation requires State welfare agencies to provide certain protections: (1) appropriate health and safety standards; (2) that the program does not result in displacement of persons currently employed, or the filling of established unfilled vacancies; (3) reasonable conditions of work, taking into account the geographic region, residence and proficiency of the participant; (4) that participants will not be required to travel an unreasonable distance from their homes; (5) a limitation on the hours of work required which is consistent with the greater of the Federal or applicable State minimum wage in relation to the family's AFDC benefits; and (6) payment for transportation and other costs, not in excess of an amount established by the Secretary, which are reasonably necessary and directly related to an individual's participation in the program.

The Finance Committee noted in its report: "Because participants would not be required to work in excess of the number of hours which, when multiplied by the greater of the Federal or the applicable State minumum wage, equals the sum of the amount of aid payable to the family, individuals participating in these programs would have time to seek regular employment." The Committee further emphasized placement in regular employment by adding language which had not been included in the Administration's proposal, requiring the chief executive officer (Governor) of each State to provide coordination between CWEP and the WIN program "to insure that job placement will have priority over participation in the community work experience program."

The 1981 law provides that all persons required to register under WIN may be required to participate in a community work experience program unless they are currently employed for 80 or more hours a month with earnings not less than the applicable minimum wage for such employment. In addition, mothers caring for a child under 6 but not under 3 may, at the discretion of the State agency, be required to participate in CWEP if child care is available. (Mothers caring for a child under 6 are not required to register for WIN.) Persons who are so remote from a WIN project that their participation in that program is precluded may also be required to participate in CWEP.

The CWEP sanctions are the same as those under the WIN program. In the case of a single-parent family, the penalty is loss of benefits payable on behalf of the parent (or caretaker relative) who refuses to participate without good cause. However, in the case of a two-parent family which is eligible on the basis of the unemployment of the principal earner, the entire family is removed from the AFDC rolls. In the case of a first refusal, the sanction period is three months. In the case of second or subsequent refusals, the sanction period is six months.

State expenditures for administering CWEP are matchable at the 50 percent rate that applies to AFDC administrative costs generally. However, matchable expenditures may not include the cost of making or acquiring materials or equipment, or the cost of supervision of work. Participants in a CWEP program may not be required to use their assistance or their income or resources to pay for necessary participation costs, such as day care or transportation. If a State is unable to provide necessary services directly to a participant or through a third party, the State must provide reimbursement for necessary transportation and day care costs that are inccurred by the recipient and directly related to participation (within limitations).

FINANCE COMMITTEE APPROVAL OF ALTERNATIVE PROGRAMS

The Congress went considerably beyond the Administration's 1981 request for new work program legislation by approving additional alternative employment programs for AFDC recipients. As part of its package of 1981 Reconciliation Act proposals, the Finance Committee included not only the optional CWEP program but, in addition, a proposal for a WIN demonstration program, and for a program aimed at making "employment a more attractive alternative to welfare dependency," which the Committee called "work supplementation". These two additional alternatives were supported by the Administration, and were also approved by the House as part of the Gramm-Latta substitute.

The Finance Committee, in language written for the report on the new alternative programs, emphasized the statutory objective of the AFDC program of helping "parents or relatives to attain or retain capability for the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection." "This objective", the Committee stated, "reflects the consensus of American society that dependency on welfare is an undesirable situation both from the point of view of society and from the point of view of the individual recipient. In some cases, certainly, it may be an unavoidable situation; and the existence of the welfare program reflects that reality. But even in such cases, the goal should be to minimize insofar as possible the extent and duration of dependency."

While urging adoption of the new alternative programs, the Committee also expressed its support of the existing WIN program:

> The WIN program, as substantially revised in 1971 and in 1980 by amendments proposed by this Committee, remains the only part of the Federal AFDC statute which is aimed specifically at the goal of achieving independence from welfare through employment. This program has enjoyed some success in helping those it has served to attain employment. However, the available resources for the WIN program have limited the proportion of AFDC recipients it can actively serve. The Committee believes that changes in the law are needed to enable the States to supplement the WIN program with programs of their own to assist and encourage recipients to attain independence. In recommending such changes, however, the Committee is not proposing to repeal the WIN program nor recommending any diminution in the resources devoted to it.

WIN DEMONSTRATION PROGRAMS

The WIN demonstration authority adopted by the Committee was taken from a bill (S. 986) first introduced by Senators David Boren (D., Okla.) and Daniel Patrick Moynihan (D., N.Y.). In discussing the bill in a Senate floor statement, Senator Boren criticized the WIN program as having "two serious flaws". These he identified as "dual administration (HHS and DOL) and inflexibility within the system—which result in a lack of agency accountability, cumbersome administrative rules and regulations, high cost and poor performance."

Senator Boren commented further:

> Many States have indicated they could run more efficient programs than currently exist. This bill provided us an opportunity to utilize State and local units of government which are the most responsible, best equipped and most competent levels of government to develop and administer programs to meet the needs of families with children.

The legislation authorizes the States, as an alternative to the existing work incentive program, to operate a work incentive demonstration program "for the purpose of demonstrating single agency administration of the work-related objectives" of the AFDC program. The law requires the Governor of the State to submit to the Secretary of HHS a letter of application providing evidence of intent, along with an accompanying State program plan specifying (1) that the operating agency would be the State welfare agency, (2) that required participation criteria would be the same (Statewide) as are applied under the WIN program, and (3) the objectives which the State expected to meet, with emphasis on how the State expected to maximize client placement in nonsubsidized private sector employment. In addition, the plan must describe the techniques to be used to achieve the objectives of the demonstration program, including (but not limited to) maximum periods of participation, job training, job find clubs, grant diversion to either public or private sector employers, services contracts with State employment services, prime sponsors or private placement agencies, and performance-based placement incentives.

The WIN demonstration legislation provides specifically that "a State shall be free to design a program which best addresses its individual needs, makes best use of its available resources and recognizes its labor market conditions." The Secretary of HHS may disapprove an application only if he determines that the State program plan would be less effective than the regular WIN requirements. In addition, the Secretary has responsibility for evaluating the demonstration programs. According to the Committee report, "the Committee believes that the results of the evaluations would provide insight into ways to improve the administrative mechanism of programs which are designed to provide employment for welfare recipients."

WIN demonstration programs were originally authorized to operate for no more than three years. The legislation has been amended, however, to allow States to operate programs through June 30, 1988. Currently 29 States are operating WIN demonstration programs. (See Tables C-1, C-2, and C-5.)

WORK SUPPLEMENTATION

The third alternative approved by the Committee in 1981 was called "work supplementation". As mentioned earlier, the work supplementation program was "designed to make employment a more attractive alternative to welfare dependency." The basic concept of the program was described in the report as allowing States to "utilize part of the funding now devoted to welfare grants to provide or subsidize employment opportunities which would be available on an entirely voluntary basis for individuals who would otherwise be dependent upon AFDC."

To generate funding for the subsidized jobs, the Committee amendment authorized States to lower all AFDC grant levels, or lower them selectively for certain geographic areas or for certain categories of recipients whom they determine to be most employable. The funding saved by lowering the grant levels may be used to make jobs available for the recipients affected.

The work supplementation legislation gives States complete flexibility in determining who may be included in the program, provided individuals meet the State's May, 1981 AFDC eligibility requirements (or those requirements as modified under subsequent Federal legislation).

Originally, the legislation defined a supplemented job as one provided by: the State or local agency administering the program; a public or nonprofit entity for which all or part of the wages are paid by the administering agency; or a proprietary child care provider for which all or part of the wages are paid by the administering agency.

Emphasizing the intent "to make work more attractive than welfare," the Committee report noted that the legislation "would provide a significantly different approach to work incentives as compared with the existing AFDC system. States would be specifically authorized," the report continues, "to lower AFDC standards so as to increase the attractiveness of employment as compared with welfare dependency, and could make any necessary further adjustments to correct for offsetting increases which might occur in other needs-based programs, such as the food stamp program. . . . Inasmuch as the program is designed to provide work incentives in the form of work as an alternative to welfare, States would be permitted to reduce or eliminate the amount of earnings disregarded in calculating an AFDC grant. To avoid the disincentive to employment which might result from the loss of Medicaid eligibility, States would be authorized, at their option, to continue that eligibility for individuals who accept employment in jobs subsidized by the work supplementation program."

Legislation enacted in 1984 added greater flexibility to the work supplementation program. The 1984 amendments allowed the use of AFDC benefits to subsidize jobs provided by any private employer, rather than limiting subsidies to public and private nonprofit employers, and proprietary child care providers, as was the case under prior law. The amendments also gave the States flexibility in the manner in which they could divert funds to employers by allowing them to develop their own methods—for example, by diverting a grant on an individual case basis, or by pooling the grants of AFDC recipients actually participating in the program. The amendments limited Federal funding for the program to the aggregate of nine months' worth of unreduced welfare grants for each participant in the program, or less if the person participated for a shorter time. The new law also allowed States to offer a $30 plus one-third disregard for up to nine months for individuals participating in the program.

Although States were very slow in taking advantage of the work supplementation alternative, there has been increased interest in it in recent years, and the Department of HHS reports that 21 States now operate some version of "work supplementation," or, as it is frequently called, "grant diversion." Most projects are small in scale. (See Table C–3 for information on State programs as of December, 1987.)

WELFARE AGENCY JOB SEARCH PROGRAMS

In 1982 the Congress approved, in modified form, a proposal by the Administration that authorizes State welfare agencies to operate job search programs for AFDC applicants and recipients. Persons who may be required to participate are the same as those who are required to register for WIN (or who would be required to register except for remoteness from a WIN site). However, States may limit participation to certain groups or classes of individuals, rather than including all persons required to register for WIN. If an individual fails to comply with the employment search requirement without good cause, he is subject to sanctions in the same manner as under the WIN program, although a State may, if it wishes, provide for a shorter sanction period.

The job search amendment allows States to require individuals to participate in an initial job search activity for eight weeks, and an additional eight-week search program each year. The amendment requires the Governor of the State to coordinate the job search program with other employment programs for welfare applicants and recipients to assure that priority is given to job placement over participation in another activity.

The 1982 law also: (1) requires States to reimburse individuals for transportation and other costs necessarily incurred as part of the individual's participation in the program; (2) provides 50 percent Federal matching to States for costs of providing transportation and other services to participants; and (3) prohibits States from using the job search requirement as a reason for any delay in making a determination of an individual's AFDC eligibility, or in issuing a payment to an individual who is otherwise eligible.

Thirty-two States are currently operating welfare agency job search programs. A number of them are operating statewide. (See Tables C-1, C-2, and C-4.)

JOB TRAINING PARTNERSHIP ACT

The Job Training Partnership Act (JTPA) provides job training and employment services for economically disadvantaged adults and youths, dislocated workers, and others—such as Native Americans, migrant and seasonal farm workers, veterans and older workers—who have significant employment barriers. Recipients of AFDC are among those who are served. (JTPA is under the jurisdiction of the Labor and Human Resources Committee.)

The program is administered through a system of service delivery areas (SDAs) that are designated by governors as eligible to receive Federal funds. Among the areas that are automatically eligible to be SDAs are units of local government with a population of 200,000 or more. Local elected officials within the SDAs appoint Private Industry Council (PIC) members, who represent business, education agencies, organized labor, rehabilitation agencies, community based organizations, economic development agencies, and the public employment service. A majority of PIC membership must represent business and industry within the SDA. PICs are responsible for planning the job training and employment service programs at the SDA level. Governors have approval authority over locally developed plans and are responsible for monitoring programs for compliance with the Act.

Title II-A of the Act authorizes training services for disadvantaged persons. It provides block grants to States to support local training and employment programs. Funding is based on relative unemployment and the number of disadvantaged persons in a State. Services are required to be targeted on disadvantaged persons, including AFDC recipients. In 1986, 23 percent of the 786,400 enrollees in the program were AFDC recipients. Thirty-one percent of those enrolled in classroom training were AFDC recipients; 13 percent of those enrolled in on-the-job training were AFDC recipients; 19 percent of those enrolled in job search assistance were AFDC recipients; 25 percent of those enrolled in work experience were AFDC recipients; and 23 percent of those assigned to other services were AFDC recipients.

Title II-B, the summer youth employment and training program, provides economically disadvantaged youth with employment and related training and educational services during the summer months. The law authorizes grants to the States, which are then allocated to service delivery areas within the State. AFDC youths are among those who may participate.

Title III authorizes a program of employment and training assistance for dislocated workers—individuals who have been displaced from their jobs or are about to be laid-off, are eligible for or have exhausted their entitlement to unemployment compensation, and are unlikely to return to their previous occupation or industry. Those eligible also include individuals who have lost or are about to lose their jobs because of permanent plant or facility closings, or long-term unemployed persons with limited employment potential in their field in the area where they live, including older workers whose age is a barrier to re-employment. The services authorized include job search assistance, training, early intervention programs, support services and relocation assistance.

Very few AFDC recipients participate in the dislocated worker program. In 1986, 1 percent of the 106,700 enrollees were AFDC recipients.

Title IV of JTPA authorizes Federal programs for Native Americans, migrant and seasonal farm workers, and veterans. This title also authorizes the Job Corps. AFDC recipients may be among those who participate in these programs.

The above data are from the Department of Labor's Job Training Quarterly Survey for program year 1986 (July 1986–June 1987).

B. Statistics Relating to Working Mothers

The percentage of mothers participating in the labor force has risen rapidly in recent years. In 1975,[1] 55 percent of mothers with children age 6 to 17 were in the labor force. By 1987, 72 percent of such mothers were in the labor force. The percentage of mothers with preschool-age children has shown a similarly rapid increase. In 1975, 39 percent of mothers with a child under 6 were in the labor force. By 1987, 57 percent of such mothers were in the labor force. (See Table C–6.)

The growth in labor force participation of mothers has been particularly rapid for mothers with very small children. The proportion of mothers with one-year-olds or infants who are in the labor force was 52 percent in 1987, compared with 43 percent in 1982 and only 32 percent in 1977. (See Table C–7.)

The above statistics show the labor force participation of mothers in one month (March) of the year. It is also useful to look at how many mothers are actually employed full time for the full year.[2]

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[1] Data are for March of specified years, except where otherwise noted.

[2] Full time is defined as persons who usually work 35 hours or more per week. Full year means working at least 50 weeks; part year is less than 50 weeks.

Table C-9 shows the work experience of mothers for all of 1986. This table, prepared by the Congressional Budget Office using March, 1987 Current Population Survey data, shows that 21 percent of mothers with a child under 3 worked full time full year in 1986, increasing to 43 percent of mothers whose youngest child was age 12 to 17. An additional 18 percent of mothers with a child under age 3 worked full time part year; 12 percent of mothers whose youngest child was 12 to 17 worked full time part year. Thirty-one percent of all mothers with a child under age 18 did not work at all.

In general, mothers not living with a husband were either equally or more likely to work full time full year than were mothers living with a husband. The exception to this was mothers with a child under age 3. Only 17 percent of mothers not living with a husband who had a child under age 3 worked full time full year in 1986. Twenty-two percent of mothers living with a husband who had a child under age 3 worked full time full year.

TABLE C-1.—STATE ELECTION OF AFDC WORK PROGRAMS, JANUARY 1988

	Community work experience	Job search	Grant diversion	WIN demonstration	WIN
Alabama	X				X
Alaska		X			X
Arizona				X	
Arkansas	X	X		X	
California	X	X	X	X [1]	
Colorado	X		X		X
Connecticut		X	X	X	
Delaware				X	
District of Columbia		X		X	
Florida		X	X	X	
Georgia	X	X		X	
Guam					X
Hawaii					X
Idaho	X				X
Illinois	X	X		X	
Indiana				X	
Iowa	X		X	X	
Kansas	X	X	X		X
Kentucky					X
Louisiana					X
Maine		X	X	X	
Maryland		X	X	X [1]	
Massachusetts		X	X	X [1]	
Michigan	X	X	X	X	
Minnesota	X	X	X		X
Mississippi					X
Missouri					X
Montana					X
Nebraska	X	X		X	

TABLE C-1.—STATE ELECTION OF AFDC WORK PROGRAMS, JANUARY 1988—Continued

	Community work experience	Job search	Grant diversion	WIN demonstration	WIN
Nevada	X				X
New Hampshire		X			X
New Jersey	X	X	X	X [1]	
New Mexico	X	X		X	
New York	X	X	X	X [1]	
North Carolina	X		X		X
North Dakota	X				X
Ohio	X	X	X		X
Oklahoma	X	X	X	X	
Oregon		X	X	X	
Pennsylvania	X	X		X [1]	
Puerto Rico					X
Rhode Island		X		X	
South Carolina	X	X			X
South Dakota	X			X [1]	
Tennessee				X	
Texas		X		X [1]	
Utah		X			X
Vermont	X	X	X		X
Virgin Islands					X
Virginia	X	X	X	X	
Washington	X	X	X		X
West Virginia	X	X		X	
Wisconsin	X	X	X	X [1]	
Wyoming					X
Total States	28	32	21	29	25

[1] These States operate a WIN demonstration that includes significant subcontracting for employment and training services to the State's employment security agency or job training partnership agency, or both.

Source: Department of Health and Human Services, January 1988.

TABLE C-2.—STATE PARTICIPATION IN OPTIONAL AFDC WORK PROGRAMS

[Data as of December 1987]

State	Date WIN demo implemented	CWEP	IV-A job search
Alabama		Implemented in 1 county April 1982; now operating in 3 counties.	
Alaska			Implemented October 1986, now operating in 5 WIN areas.
Arizona	June 1, 1982		

TABLE C-2.—STATE PARTICIPATION IN OPTIONAL AFDC WORK PROGRAMS—Continued

[Data as of December 1987]

State	Date WIN demo implemented	CWEP	IV-A job search
Arkansas	Sept. 30, 1982	Implemented July 1987 in 46 counties.	Implemented July 1987, now operating statewide.
California	Jan. 1, 1985	Implemented [1] in 1 county July 1981; now in 19 counties.	Implemented October 1985, now operating statewide.
Colorado		Implemented in 1 county September 1982; now operating in 26 counties.	
Connecticut	Oct. 1, 1985		Implemented statewide for UP recipients and mandatory WIN registrants who are determined to be job ready at assessment.
Delaware	Apr. 1, 1982		
District of Columbia		July 1, 1987	Implemented July 1987.
Florida	Apr. 1, 1982		Implemented July 1985 in the WIN demo counties.
Georgia	Jan. 1, 1985	Implemented in 10 counties August 1982; now operating in 20 counties.	Implemented January 1986; now operating in 20 WIN demo counties for recipients.
Idaho		Implemented in January 1982: now operating in 8 WIN areas.	
Illinois	July 1, 1982	Implemented in 12 counties in February 1984; now operating statewide.	Implemented July 1987 statewide.
Indiana	Sept. 30, 1985		
Iowa	Sept. 30, 1983	Implemented for regular AFDC cases in 5 counties July 1982; currently operating in 74 counties for UP cases.	
Kansas		Implemented in 4 counties May 1983; currently operating in 24 counties.	Implemented for recipients only May 1983; now operating statewide.

TABLE C–2.—STATE PARTICIPATION IN OPTIONAL AFDC WORK PROGRAMS—Continued

[Data as of December 1987]

State	Date WIN demo implemented	CWEP	IV–A job search
Maine	Apr. 1, 1982		Implemented for recipients only January 1983; now operating in WIN demo areas for WIN demo registrants.
Maryland	Sept. 30, 1982		Implemented April 1982 in 8 areas.
Massachusetts	Apr. 12, 1982 [2]		Implemented for applicants and recipients in 16 counties October 1982. Statewide for UP's only.
Michigan	Apr. 1, 1982	Implemented July 1982; now operating statewide.	Implemented April 1987 statewide for recipients.
Minnesota		Implemented in 3 counties March 1983; now operating in 7 counties; for UP recipients.	Implemented April 1986; statewide in CWEP counties; for UP recipients.
Missouri			
Nebraska	Sept. 30, 1982	Implemented May 1986; now operating statewide.	Implemented March 1986; statewide.
Nevada		Implemented January 1987 in 3 counties.	
New Hampshire			Implemented October 1987.
New Jersey	Oct. 1, 1982	Implemented October 1987.	Implemented October 1985; now statewide.
New Mexico	July 1, 1987	Implemented September 1986 in 5 counties.	Implemented July 1987, now operating in 18 counties for recipients only.
New York	May 1, 1985	Implemented [1] January 1982; now operating in 35 counties and in New York City.	Implemented April 1987.
North Carolina		Implemented [1] in 6 counties January 1982; now operating in 34 counties.	

TABLE C-2.—STATE PARTICIPATION IN OPTIONAL AFDC WORK PROGRAMS—Continued

[Data as of December 1987]

State	Date WIN demo implemented	CWEP	IV-A job search
North Dakota		Implemented in 2 counties January 1982; now operating in 10 counties.	
Ohio		Implemented [1] in 4 counties March 1983; now operating in 29 counties.	Implemented for recipients only in 4 counties June 1986; now operating in 29 counties.
Oklahoma	Jan. 1, 1982	Implemented statewide January 1982.	Implemented statewide for applicants and recipients April 1983.
Oregon	Jan. 1, 1982	Considering for FY 88	Implemented for applicants and recipients statewide December 1982.
Pennsylvania	Sept. 30, 1982	Implemented [1] statewide March 1983 as part of WIN demonstration.	Implemented October 1986 statewide for applicants and recipients.
Rhode Island	July 1, 1987		Implemented for AFDC recipients and unemployed parents July 1985.
South Carolina		Implemented [1] in 2 counties May 1982.	Implemented for applicants and recipients statewide October 1985.
South Dakota	Apr. 1, 1982	Implemented in 40 counties April 1982; now operating statewide.	
Tennessee	Oct. 2, 1985		
Texas	Mar. 4, 1982		Implemented April 1983 for applicants and recipients, now operating statewide for recipients only.
Utah			Implemented for applicants and recipients statewide October 1984.
Vermont		Implemented April 1984; for UP cases active 6 mo. or more.	Implemented for UP applicants statewide April 1984.

TABLE C-2.—STATE PARTICIPATION IN OPTIONAL AFDC WORK PROGRAMS—Continued

[Data as of December 1987]

State	Date WIN demo implemented	CWEP	IV-A job search
Virginia	Jan. 1, 1983	Implemented [1] statewide as part of WIN demonstration January 1983.	Implemented statewide January 1983 for applicants and recipients.
Washington		Implemented [1] in 2 counties June 1982.	Implemented for applicants and recipients statewide October 1984.
West Virginia	Sept. 27, 1982	Implemented [1] statewide for UP's January 1982; now operating statewide for UP and regular AFDC recipients as part of WIN demonstration.	Implemented July 1986; statewide for all applicants and recipients as part of WIN demo.
Wisconsin	Sept. 30, 1983	Implemented August 1986; statewide for recipients.	Implemented statewide July 1986.

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[1] CWEP demonstration.

[2] Revised and implemented statewide in October 1983.

Source: Department of Health and Human Services, January 1988.

TABLE C–3.—STATE PARTICIPATION IN GRANT DIVERSION DEMONSTRATION PROJECTS AND WORK SUPPLEMENTATION PROGRAMS

[Data as of December 1987]

	AFDC for family of 3, 1987	Wage subsidy	Duration	Basis for subsidy/duration	Voluntary/mandatory	Location	Annual participation goal
California	$633	50 percent	6 months average	Duration varies, 9 months maximum flat 50 percent.	Voluntary	1 county	50–70 participants.
Colorado	346	100 percent including other State/local funds.	8 week cycles	Fixed subsidy and duration (short term public employment).	Mandatory	1 county	500.
Connecticut	514	$1.75/hr	5 months maximum.	Pool of diverted grant amount/duration based on consideration of reasonable coordination with State operations.	Voluntary	5 urban cities	687 participants.
Florida	264	33 percent AFDC; 50 percent JTPA; 83 percent total.	3 months average (up to 9 mos.).	Flat 50 percent JTPA flat amount AFDC ($190); duration—DOT [1] code.	Voluntary	48 counties	No official goal.

TABLE C–3.—STATE PARTICIPATION IN GRANT DIVERSION DEMONSTRATION PROJECTS AND WORK SUPPLEMENTATION PROGRAMS—Continued

[Data as of December 1987]

	AFDC for family of 3, 1987	Wage subsidy	Duration	Basis for subsidy/duration	Voluntary/mandatory	Location	Annual participation goal
Iowa	$381	$200 per month	6 months	Variable	Mandatory once in program.	8 counties	50 per year.
Kansas	383	$250 per month	9 months	Variable	Mandatory once in program.	1 county	25 per year.
Maine	405	50 percent	6 months maximum/may be after pre-vocational and field training.	Flat 50 percent; including JTPA contribution; duration based on DOT SVP [1] code.	Voluntary	Majority of State	No official goal.
Maryland	359	50 percent	4 month average	Flat 50 percent; duration may vary.	Voluntary	8 counties	200–250 participants; 250 job entries.
Massachusetts	476	Minimum 25%; maximum 50%.	Maximum 9 months; average 4 months.	Varies; duration 9 months.	Voluntary	Statewide	1,200 job entries.
Michigan	450	Maximum $400/month.	6 months	No more than 50% of gross wages; maximum 6 months.	Voluntary	6 counties	1,050 job entries.

Minnesota	532	At least 50 percent from AFDC plus other funds (WIN, JTPA, State).	9 months	Diverted grant and other funds up to 50 percent of wages; duration 9 months.	Voluntary	17 counties	150.
New Jersey	404	50 percent	5 months average (9 months maximum).	Flat 50 percent; duration may vary.	Voluntary	9 counties	500.
New York	539	$250/month	6 months maximum.	Flat amount ($250); duration may vary.	Mandatory	36 counties	1,552 job entries.
North Carolina	259	Divert full payment family of 2, $231; family of 4, $291.	9 months maximum.	Must be on AFDC; must receive AFDC payment equal to May 1981 level; must be mandatory WIN registrant.	Voluntary	1 county	No official goal.
Ohio	309	AFDC grant	9 months maximum.	Entire grant diverted; duration may vary.	Voluntary	29 counties	300.
Oregon	412	$200/month maximum.	6 months maximum.	Flat $200 if monthly wage $500 or more; if less, $1.15/hour of work.	Voluntary	Statewide	No official goal.

TABLE C–3.—STATE PARTICIPATION IN GRANT DIVERSION DEMONSTRATION PROJECTS AND WORK SUPPLEMENTATION PROGRAMS—Continued

[Data as of December 1987]

	AFDC for family of 3, 1987	Wage subsidy	Duration	Basis for subsidy/duration	Voluntary/mandatory	Location	Annual participation goal
Oklahoma	$310	$250/month	9 months maximum.	Flat $250/month; 9 months duration.	Voluntary	Statewide	500.
Vermont	559	50 percent	Maximum 9 months. Average 3.5 months.	Flat 50 percent; 9 month maximum based on DOT SVP code.[1]	Voluntary	Statewide	200.
Virginia	303	Variable depending on wage and locality.	7 months average/3 months minimum; 9 months maximum.	Flat amount based on wage and locality not to exceed $270.	Voluntary	6 jurisdictions	120 job entries.
Washington	492	50 percent	9 months maximum.	Flat 50 percent	Voluntary	2 counties	No official goal.
Wisconsin	518	$400 per month	9 months	Flat subsidy of up to but not more than $400 per month based on FTE[1] 32 hours per week.	Voluntary	Statewide	No offical goal.

Source: Department of Health and Human Services, January 1988.

[1] DOT—Dictionary of Occupational Titles; SVP—Standard Vocational Preparation Scale.

[2] Full-time equivalent.

TABLE C–4.—ESTIMATES OF MONTHLY PARTICIPATION IN AFDC WORK PROGRAMS

State	Fiscal Year 1986		Fiscal Year 1987	
	CWEP recipients	Employment search recipients	CWEP recipients	Employment search recipients
Alabama	580	0	0	0
Alaska	0	0	0	1,700
Arizona	0	0	0	0
Arkansas	0	0	0	0
California	0	0	6,700	9,000
Colorado	471	0	465	0
Connecticut	0	0	0	77
Delaware	0	0	0	0
District of Columbia	0	0	0	0
Florida	0	0	0	0
Georgia	400	0	0	25
Hawaii	0	0	0	0
Idaho	0	0	0	0
Illinois	0	0	0	0
Indiana	0	0	0	0
Iowa	847	0	627	0
Kansas	1,093	375	593	984
Kentucky	0	0	0	0
Louisiana	0	0	0	0
Maine	0	332	0	374
Maryland	0	0	0	0
Massachusetts	0	11,000	0	11,000
Michigan	0	0	0	0
Minnesota	153	0	95	32
Mississippi	0	0	0	0
Missouri	0	0	0	0
Montana	0	0	0	0
Nebraska	0	3,405	0	3,405
Nevada	0	0	70	0
New Hampshire	0	0	0	0
New Jersey	0	0	0	0
New Mexico	0	0	0	0
New York	11,444	7,505	14,977	7,500
North Carolina	3,976	0	9,978	0
North Dakota	138	0	138	0
Ohio	2,773	897	4,159	1,346
Oklahoma	2,500	6,000	933	495
Oregon	0	12,293	0	9,788

TABLE C-4.—ESTIMATES OF MONTHLY PARTICIPATION IN AFDC WORK PROGRAMS—Continued

State	Fiscal Year 1986		Fiscal Year 1987	
	CWEP recipients	Employment search recipients	CWEP recipients	Employment search recipients
Pennsylvania	0	0	2,948	86,806
Rhode Island	0	750	0	760
South Carolina	56	47	46	317
South Dakota	269	0	280	0
Tennessee	0	0	0	0
Texas	0	5,310	0	6,612
Utah	771	7,729	1,189	1,013
Vermont	0	0	110	1,500
Virginia	21,750	0	0	22,000
Washington	8	1,364	7	1,719
West Virginia	4,700	0	5,039	0
Wisconsin	0	0	300	4,200
Wyoming	0	0	0	0
Total	51,919	57,001	48,654	170,653
Guam	0	0	0	0
Puerto Rico	0	0	0	0
Virgin Islands	0	0	0	0
Total	51,919	57,001	48,654	170,653

Source: Department of Health and Human Services.

TABLE C-5.—WIN ALLOCATIONS, FISCAL YEARS 1987 AND 1988

[In thousands]

	1987		1988 [1]	
	WIN Demo	WIN	WIN Demo	WIN
Alabama	0	$1,166	0	$854
Alaska	0	334	0	245
Arizona	$886	0	$651	0
Arkansas	727	0	534	0
California	17,260	0	12,678	0
Colorado	0	1,865	0	1,366
Connecticut	1,829	0	1,343	0
Delaware	428	0	315	0
District of Columbia	210	941	894	0

TABLE C-5.—WIN ALLOCATIONS, FISCAL YEARS 1987 AND 1988—Continued

[In thousands]

	1987		1988[1]	
	WIN Demo	WIN	WIN Demo	WIN
Florida	1,904	0	1,398	0
Georgia	2,078	0	1,526	0
Guam	0	94	0	69
Hawaii	0	739	0	542
Idaho	0	827	0	606
Illinois	6,228	0	4,575	0
Indiana	1,637	0	1,203	0
Iowa	1,360	0	999	0
Kansas	0	927	0	679
Kentucky	0	1,243	0	911
Louisiana	0	922	0	676
Maine	709	0	521	0
Maryland	2,383	0	1,751	0
Massachusetts	4,153	0	3,051	0
Michigan	9,080	0	6,670	0
Minnesota	0	2,529	0	1,853
Mississippi	0	959	0	703
Missouri	0	1,788	0	1,310
Montana	0	580	0	425
Nebraska	436	0	320	0
Nevada	0	366	0	268
New Hampshire	0	260	0	191
New Jersey	4,814	0	3,536	0
New Mexico	96	429	396	0
New York	10,890	0	7,999	0
North Carolina	0	1,789	0	1,311
North Dakota	0	282	0	207
Ohio	0	7,016	0	5,140
Oklahoma	758	0	557	0
Oregon	3,503	0	2,573	0
Pennsylvania	5,719	0	4,201	0
Puerto Rico	0	770	0	564
Rhode Island	131	585	532	0
South Carolina	0	904	0	662
South Dakota	541	0	397	0
Tennessee	1,236	0	908	0
Texas	2,605	0	1,913	0
Utah	0	1,883	0	1,380

TABLE C-5.—WIN ALLOCATIONS, FISCAL YEARS 1987 AND 1988—Continued

[In thousands]

	1987		1988 [1]	
	WIN Demo	WIN	WIN Demo	WIN
Vermont	0	944	0	692
Virgin Islands	0	128	0	94
Virginia	1,806	0	1,327	0
Washington	0	5,429	0	3,978
West Virginia	1,734	0	1,274	0
Wisconsin	4,962	0	3,645	0
Wyoming	0	197	0	144
Total	90,103	35,897	67,685	24,866

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[1] P.L. 100-202, 1988 Continuing Resolution, provides $92.5 million for WIN Grants to States for FY 1988.

Source: Department of Health and Human Services.

TABLE C–6.—LABOR FORCE AND MARITAL STATUS OF WOMEN BY PRESENCE AND AGE OF OWN CHILDREN UNDER 18 YEARS OLD, MARCH 1987

[Number in thousands]

Labor force and marital status	Total	With no own children under 18 years old	With own children under 18 years old						
			Total	6 to 17 years, none younger			Under 6 years old		
				Total	14 to 17 years, none younger	6 to 13 years	Total	3 to 5 years, none younger	Under 3 years old
Total	95,568	62,449	33,119	17,267	5,722	11,545	15,852	6,281	9,571
In labor force	52,960	31,538	21,422	12,438	4,172	8,266	8,983	3,919	5,064
Labor force participation rate	55.4	50.5	64.7	72.0	72.9	71.6	56.7	62.4	52.9
Married, spouse present	52,282	27,278	25,004	12,759	4,282	8,477	12,245	4,630	7,615
In labor force	29,159	13,201	15,958	9,007	3,027	5,980	6,952	2,826	4,126
Labor force participation rate	55.8	48.4	63.8	70.6	70.7	70.5	56.8	61.0	54.2
Divorced	8,047	4,738	3,308	2,343	804	1,539	965	599	366
In labor force	6,067	3,407	2,661	1,980	697	1,283	680	468	212
Labor force participation rate	75.4	71.9	80.4	84.5	86.6	83.4	70.5	78.2	57.9
Separated	3,459	1,725	1,735	963	306	656	772	371	400
In labor force	2,123	999	1,124	699	229	470	425	231	195
Labor force participation rate	61.4	57.9	64.8	72.6	74.8	71.6	55.1	62.1	48.6

TABLE C–6.—LABOR FORCE AND MARITAL STATUS OF WOMEN BY PRESENCE AND AGE OF OWN CHILDREN UNDER 18 YEARS OLD, MARCH 1987—Continued

[Number in thousands]

Labor force and marital status	Total	With no own children under 18 years old	With own children under 18 years old						
			Total	6 to 17 years, none younger			Under 6 years old		
				Total	14 to 17 years, none younger	6 to 13 years	Total	3 to 5 years, none younger	Under 3 years old
Widowed	11,123	10,612	511	446	208	238	65	41	24
In labor force	2,157	1,864	293	268	139	129	25	16	9
Labor force participation rate	19.4	17.6	57.4	60.1	66.9	54.2	([1])	([1])	([1])
Never-married	20,658	18.096	2,561	756	120	636	1,805	640	1,166
In labor force	13,454	12,068	1,386	485	80	405	901	378	523
Labor force participation rate	65.1	66.7	54.1	64.1	66.4	63.7	49.9	59.2	44.8

[1] Data not shown where base is less than 75,000.

Source: Bureau of Labor Statistics, Department of Labor.

TABLE C–7.—LABOR FORCE PARTICIPATION RATES OF WIVES [1] AND WOMEN WHO MAINTAIN FAMILIES [2] BY AGE OF YOUNGEST CHILD UNDER 6, MARCH 1977, 1982, AND 1987

Year and family status of mothers	Age of youngest child				
	1 year or younger	2 years	3 years	4 years	5 years
1977					
Total mothers	31.6	42.3	45.9	48.8	50.6
Wives	31.4	40.9	44.1	47.0	48.5
Women maintaining families	33.1	52.8	56.0	56.8	60.8
1982					
Total mothers	43.3	52.0	56.4	56.0	57.4
Wives	43.1	51.3	55.2	54.6	53.7
Women maintaining families	44.3	55.9	61.7	60.7	71.3
1987					
Total mothers	51.9	58.5	60.4	62.4	63.1
Wives	52.6	59.0	59.0	61.7	62.5
Women maintaining families	47.5	56.2	66.1	65.4	64.9

[1] Married couple families.

[2] Families maintained by women without spouses.

Source: Bureau of Labor Statistics, Department of Labor.

TABLE C–8.—NUMBER AND AGE OF OWN CHILDREN UNDER 18 YEARS OLD BY FAMILY TYPE AND LABOR FORCE STATUS OF MOTHERS, MARCH 1977, 1982, AND 1987

[Numbers in thousands]

Age of children and family type	1977			1982			1987		
	Total children	Mother in the labor force		Total children	Mother in the labor force		Total children	Mother in the labor force	
		Number	Percent of total		Number	Percent of total		Number	Percent of total
Total children under 18 years old	60,584	28,892	47.7	58,312	32,008	54.9	58,438	35,170	60.2
6 to 17 years	43,467	22,462	51.7	39,820	23,534	59.1	38,637	24,657	63.8
Under 6 years	17,117	6,431	37.6	18,492	8,473	45.8	19,801	10,513	53.1
1 year or younger	5,532	1,721	31.1	6,340	2,640	41.6	6,470	3,248	50.2
2 years	2,741	1,052	38.4	3,138	1,472	46.9	3,264	1,750	53.6
3 years	2,750	1,056	38.4	3,051	1,476	48.4	3,285	1,760	53.6
4 years	2,917	1,235	42.3	3,011	1,461	48.5	3,388	1,846	54.5
5 years	3,178	1,366	43.0	2,953	1,424	48.2	3,394	1,908	56.2
In married-couple families	50,279	23,341	46.4	46,293	25,130	54.3	45,464	27,870	61.3
6 to 17 years	35,499	17,930	50.5	30,908	30,908	58.7	29,355	19,113	65.1
Under 6 years	14,780	5,411	36.6	15,385	7,000	45.5	16,109	8,756	54.4
1 year or younger	4,949	1,542	31.2	5,483	2,312	42.2	5,448	2,836	52.1
2 years	2,386	898	37.6	2,602	1,225	47.1	2,661	1,478	55.5
3 years	2,356	878	37.3	2,513	1,203	47.9	2,682	1,444	53.8
4 years	2,439	995	40.8	2,390	1,133	47.4	2,706	1,503	55.5
5 years	2,650	1,098	41.4	2,397	1,127	47.0	2,612	1,495	57.2
In families maintained by women	9,499	5,551	58.4	10,968	6,878	62.7	11,492	7,301	63.5

6 to 17 years	7,266	4,532	62.4	8,093	5,405	66.8	8,180	5,543	67.8
Under 6 years	2,233	1,020	45.7	2,876	1,473	51.2	3,312	1,757	53.0
1 year or younger	553	179	32.4	777	328	42.2	902	412	45.7
2 years	333	154	46.2	495	247	49.9	533	272	51.0
3 years	380	178	46.8	491	273	55.6	551	316	57.4
4 years	457	240	52.5	587	328	55.9	609	343	56.3
5 years	509	268	52.7	526	297	56.5	718	413	57.5
In families maintained by men	807			1,050			1,483		

Source: Bureau of Labor Statistics, Department of Labor.

TABLE C-9.—WORK EXPERIENCE OF MOTHERS WITH CHILDREN UNDER AGE 18 BY AGE OF YOUNGEST CHILD AND FAMILY TYPE, 1986

Age of youngest child	Number of mothers (thousands)	Working full-time [1] (percent)		Working part-time [2] (percent)		Not working (percent)
		Full year [3]	Part year [3]	Full year [3]	Part year [3]	
All mothers with children under age 18:						
Under 3	9,583	21	18	7	16	38
3 to 5	6,281	30	13	10	13	34
6 to 11	8,938	36	13	10	14	26
12 to 17	8,355	43	12	11	10	24
Total	33,157	32	14	9	14	31
Mothers living with husband and with children under age 18:						
Under 3	7,615	22	18	8	17	35
3 to 5	4,630	30	12	11	14	33
6 to 11	6,552	35	12	12	15	26
12 to 17	6,225	39	12	12	11	25
Total	25,023	31	14	11	15	30
Mothers not living with husband and with children under age 18:						
Under 3	1,969	17	17	3	14	49
3 to 5	1,651	30	18	5	11	36
6 to 11	2,385	40	15	7	9	28
12 to 17	2,130	54	12	7	6	21
Total	8,134	36	16	6	10	33

[1] Working 35 or more hours per week for the majority of weeks worked during the year.

[2] Working fewer than 35 hours per week for the majority of weeks worked during the year.

[3] Full-year means working at least 50 weeks during the year; part-year means working less than 50 weeks.

Source: Tabulations of March 1987 Current Population Survey data. Table prepared by the Congressional Budget Office.

TABLE C-10.—AFDC BREAKEVEN POINTS, FAMILY OF THREE, FIRST 4 MONTHS, BY STATE, JANUARY 1988 [1]

State	Child Care, $100 Work Expense $75		185 percent of need std.	Effective break-even [3]	Breakeven as a percent of [3]	
	AFDC Maximum [2]	Computed Break-even [3]			Poverty level	Minimum wage
Alabama	$118	$382	$710	$382	51	66
Alaska	779	1373	1,441	1373	146	236
Arizona	293	644	1,149	644	85	111
Arkansas	202	508	1,286	508	67	87

TABLE C–10.—AFDC BREAKEVEN POINTS, FAMILY OF THREE, FIRST 4 MONTHS, BY STATE, JANUARY 1988 [1]—Continued

State	Child Care, $100 Work Expense $75		185 percent of need std.	Effective break-even [3]	Breakeven as a percent of [3]	
	AFDC Maximum [2]	Computed Break-even [3]			Poverty level	Minimum wage
California	633	1154	1,171	1154	153	199
Colorado	356	739	779	739	98	127
Connecticut	601	1106	1,112	1106	147	191
Delaware	319	683	590	590	78	102
District of Columbia	379	773	1,317	773	102	133
Florida	275	617	1,434	617	82	106
Georgia	263	599	677	599	79	103
Hawaii	515	977	953	953	110	164
Idaho	304	661	1,025	661	88	114
Illinois	342	718	1,319	718	95	124
Indiana	288	637	592	592	78	102
Iowa	381	776	919	776	103	134
Kansas	409	818	757	757	100	130
Kentucky	207	515	383	383	51	66
Louisiana	190	490	1,169	490	65	84
Maine	416	829	1,060	829	110	143
Maryland	359	743	919	743	98	128
Massachusetts	510	970	944	944	125	163
Michigan	528	997	1,166	997	132	172
Minnesota	532	1003	984	984	130	170
Mississippi	120	385	681	385	51	66
Missouri	282	628	577	577	76	99
Montana	359	743	803	743	98	128
Nebraska	350	730	648	648	86	112
Nevada	325	692	1,018	692	92	119
New Hampshire	486	934	899	899	119	155
New Jersey	424	841	784	784	104	135
New Mexico	264	601	488	488	65	84
New York	539	1013	997	997	132	172
North Carolina	266	604	984	604	80	104
North Dakota	371	761	686	686	91	118
Ohio	309	668	1,267	668	89	115
Oklahoma	310	670	871	670	89	115
Oregon	412	823	762	762	101	131
Pennsylvania	402	808	1,136	808	107	139
Rhode Island	503	959	931	931	123	160

TABLE C-10.—AFDC BREAKEVEN POINTS, FAMILY OF THREE, FIRST 4 MONTHS, BY STATE, JANUARY 1988 [1]—Continued

State	Child Care, $100 Work Expense $75		185 percent of need std.	Effective break-even [3]	Breakeven as a percent of [3]	
	AFDC Maxi-mum [2]	Computed Break-even [3]			Poverty level	Minimum wage
South Carolina	200	505	718	505	67	87
South Dakota	366	754	677	677	90	117
Tennessee	159	443	653	443	59	76
Texas	184	481	1,062	481	64	83
Utah	376	769	1,282	769	102	132
Vermont	603	1109	1,645	1109	147	191
Virginia	354	736	727	727	96	125
Washington	492	943	1,545	943	125	162
West Virginia	249	578	919	578	77	100
Wisconsin	517	980	1,197	980	130	169
Wyoming	360	745	666	666	88	115
Guam	265	602	490	490	65	84
Puerto Rico	90	340	333	333	44	57
Virgin Islands	171	461	387	387	51	67

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[1] Payment levels for some States supplied by CRS.

[2] The "typical" maximum, or the maximum payment standard applicable to the largest number of recipients in the State.

[3] The breakeven is the point at which AFDC benefits are reduced to zero. The computed breakeven calculations reflect the amounts of monthly earnings that are required to be disregarded during the first four months of earnings, as follows: $75 (standard work expense disregard), plus $30, plus one-third of additional earnings. The calculations also assume $100 in child care expenses.

Source: Department of Health and Human Services.

TABLE C-11.—AFDC BREAKEVEN POINTS, FAMILY OF THREE, AFTER 12 MONTHS, BY STATE, JANUARY 1988 [1]

State	AFDC maximum [2]	Computed break-even [3]	185 percent of need	Effective break-even [3]	Breakeven as a percent of [3]	
					Poverty level	Minimum wage
Alabama	$118	$293	$710	$293	39	50
Alaska	779	954	1,441	954	101	164
Arizona	293	468	1,149	468	62	81
Arkansas	202	377	1,286	377	50	65
California	633	808	1,171	808	107	139
Colorado	356	531	779	531	70	91
Connecticut	601	776	1,112	776	103	134
Delaware	319	494	590	494	65	85
District of Columbia	379	554	1,317	554	73	95

TABLE C–11.—AFDC BREAKEVEN POINTS, FAMILY OF THREE, AFTER 12 MONTHS, BY STATE, JANUARY 1988 [1]—Continued

State	AFDC maximum	Computed break-even [3]	185 percent of need	Effective break-even [3]	Breakeven as a percent of [3]	
					Poverty level	Minimum wage
Florida	275	450	1,434	450	60	78
Georgia	263	438	677	438	58	75
Hawaii	515	690	[illegible]	690	80	119
Idaho	304	479	1,025	479	63	83
Illinois	342	517	1,319	517	69	89
Indiana	288	463	592	463	61	80
Iowa	381	556	919	556	74	96
Kansas	409	584	757	584	77	101
Kentucky	207	382	383	382	51	66
Louisiana	190	365	1,169	365	48	63
Maine	416	591	1,060	591	78	102
Maryland	359	534	919	534	71	92
Massachusetts	510	685	944	685	91	118
Michigan	528	703	1,166	703	93	121
Minnesota	532	707	984	707	94	122
Mississippi	120	295	681	295	39	51
Missouri	282	457	577	457	61	79
Montana	359	534	803	534	71	92
Nebraska	350	525	648	525	70	90
Nevada	325	500	1,018	500	66	86
New Hampshire	486	661	899	661	88	114
New Jersey	424	599	784	599	79	103
New Mexico	264	439	488	439	58	76
New York	539	714	997	714	95	123
North Carolina	266	441	984	441	58	76
North Dakota	371	546	686	546	72	94
Ohio	309	484	1,267	484	64	83
Oklahoma	310	485	871	485	64	84
Oregon	412	587	762	587	78	101
Pennsylvania	402	577	1,136	577	76	99
Rhode Island	503	678	931	678	90	117
South Carolina	200	375	718	375	50	65
South Dakota	366	541	677	541	72	93
Tennessee	159	334	653	334	44	58
Texas	184	359	1,062	359	48	62
Utah	376	551	1,282	551	73	95
Vermont	603	778	1,645	778	103	134

TABLE C-11.—AFDC BREAKEVEN POINTS, FAMILY OF THREE, AFTER 12 MONTHS, BY STATE, JANUARY 1988 [1]—Continued

State	AFDC maximum	Computed break-even [3]	185 percent of need	Effective break-even [3]	Breakeven as a percent of [3]	
					Poverty level	Minimum wage
Virginia	354	529	727	529	70	91
Washington	492	667	1,545	667	88	115
West Virginia	249	424	919	424	56	73
Wisconsin	517	692	1,197	692	92	119
Wyoming	360	535	666	535	71	92
Guam	265	440	490	440	58	76
Puerto Rico	90	265	333	265	35	46
Virgin Islands	171	346	387	346	46	60

[1] Payment levels for some States supplied by CRS.

[2] The "typical" maximum, or the maximum payment standard applicable to the largest number of recipients in the State.

[3] The breakeven is the point at which AFDC benefits are reduced to zero. The computed breakeven calculations reflect the amount of monthly earnings that are required to be disregarded after 12 months of earnings, as follows: $75 (standard work expense disregard). The table also assumes $100 in child care expenses. The computed breakeven for months 5-12 may be calculated by adding $30 to the amounts in column two.

Source: Department of Health and Human Services.

TABLE C–12.—DETERMINATION OF PAYMENT FOR FULL-TIME EMPLOYMENT AT MINIMUM WAGE, FAMILY OF THREE, JANUARY 1988 [1]

State	Need standard	185 percent of need standard	Full-time employment [2]	Payment standard [3]	1st 4 months [4]	5 to 12 months [5]	Over 12 months [6]
Alabama	$384.00	$710.40	$580.56	$118.00	0	0	0
Alaska	779.00	1,441.15	580.56	779.00	$528.63	$403.44	$373.44
Arizona	621.00	1,148.85	580.56	293.00	42.63	0	0
Arkansas	695.00	1,285.75	580.56	202.00	0	0	0
California	633.00	1,171.05	580.56	633.00	382.63	257.44	227.44
Colorado	421.00	778.85	580.56	356.00	105.63	0	0
Connecticut	601.00	1,111.85	580.56	601.00	350.63	225.44	195.44
Delaware	319.00	590.15	580.56	319.00	68.63	0	0
District of Columbia	712.00	1,317.20	580.56	379.00	128.63	3.44	0
Florida	775.00	1,433.75	580.56	275.00	24.63	0	0
Georgia	366.00	677.10	580.56	263.00	12.63	0	0
Hawaii	515.00	952.75	580.56	515.00	264.63	139.44	109.44
Idaho	554.00	1,024.90	580.56	304.00	53.63	0	0
Illinois	713.00	1,319.05	580.56	342.00	91.63	0	0
Indiana	320.00	592.00	580.56	288.00	37.63	0	0
Iowa	497.00	919.45	580.56	381.00	130.63	5.44	0
Kansas	409.00	756.65	580.56	409.00	158.63	33.44	3.44
Kentucky	207.00	382.95	580.56	207.00	0	0	0
Louisiana	632.00	1,169.20	580.56	190.00	0	0	0
Maine	573.00	1,060.05	580.56	416.00	165.63	40.44	10.44
Maryland	497.00	919.45	580.56	359.00	108.63	0	0
Massachusetts	510.00	943.50	580.56	510.00	259.63	134.44	104.44
Michigan	630.00	1,165.50	580.56	528.00	277.63	152.44	122.44
Minnesota	532.00	984.20	580.56	532.00	281.63	156.44	126.44

TABLE C-12.—DETERMINATION OF PAYMENT FOR FULL-TIME EMPLOYMENT AT MINIMUM WAGE, FAMILY OF THREE, JANUARY 1988 [1]—Continued

State	Need standard	185 percent of need standard	Full-time employment [2]	Payment standard [3]	1st 4 months [4]	5 to 12 months [5]	Over 12 months [6]
Mississippi	368.00	680.80	580.56	120.00	0	0	0
Missouri	312.00	577.20	580.56	282.00	31.63	0	0
Montana	434.00	802.90	580.56	359.00	108.63	0	0
Nebraska	350.00	647.50	580.56	350.00	99.63	0	0
Nevada	550.00	1,017.50	580.56	325.00	74.63	0	0
New Hampshire	486.00	899.10	580.56	486.00	235.63	110.44	80.44
New Jersey	424.00	784.40	580.56	424.00	173.63	48.44	18.44
New Mexico	264.00	488.40	580.56	264.00	13.63	0	0
New York	539.00	997.15	580.56	539.00	288.63	163.44	133.44
North Carolina	532.00	984.20	580.56	266.00	15.63	0	0
North Dakota	371.00	686.35	580.56	371.00	120.63	0	0
Ohio	685.00	1,267.25	580.56	309.00	58.63	0	0
Oklahoma	471.00	871.35	580.56	310.00	59.63	0	0
Oregon	412.00	762.20	580.56	412.00	161.63	36.44	6.44
Pennsylvania	614.00	1,135.90	580.56	402.00	151.63	26.44	0
Rhode Island	503.00	930.55	580.56	503.00	252.63	127.44	97.44
South Carolina	388.00	717.80	580.56	200.00	0	0	0
South Dakota	366.00	677.10	580.56	366.00	115.63	0	0
Tennessee	353.00	653.05	580.56	159.00	0	0	0
Texas	574.00	1,061.90	580.56	184.00	0	0	0
Utah	693.00	1,282.05	580.56	376.00	125.63	0.44	0
Vermont	889.00	1,644.65	580.56	603.00	352.63	227.44	197.44
Virginia	393.00	727.05	580.56	354.00	103.63	0	0
Washington	835.00	1,544.75	580.56	492.00	241.63	116.44	86.44

West Virginia	497.00	919.45	580.56	249.00	0	0	0
Wisconsin	647.00	1,196.95	580.56	517.00	266.63	141.44	111.44
Wyoming	360.00	666.00	580.56	360.00	109.63	0	0
Guam	265.00	490.25	580.56	265.00	14.63	0	0
Puerto Rico	180.00	333.00	580.56	90.00	0	0	0
Virgin Islands	209.00	386.65	580.56	171.00	0	0	0

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[1] Payment levels for some States supplied by CRS.

[2] Full-time employment at minimum wage (173.3 hrs/mon. x $3.35/hr).

[3] The "typical" maximum, or the maximum payment standard applicable to the largest number of recipients in the State (one adult and two children).

[4] AFDC payment amount equals payment standard less countable income (earned income—$75 work expenses; $100 child care; $30) and one-third of remainder.

[5] AFDC payment amount equals payment standard less countable income (earned income—$75 work expenses; $100 child care; $30).

[6] AFDC payment amount equals payment standard less countable income (earned income—$75 work expenses and $100 child care).

Source: Department of Health and Human Services.

APPENDIX

SUMMARY DESCRIPTION OF WIN DEMONSTRATION PROJECTS[1]

1. Arizona

The Arizona WIN Demonstration began June 1, 1982. Registrant participation starts with a three week intensive employment search workshop that focuses on building confidence and self-esteem, developing good interviewing skills, identifying potential employers and use of the telephone in scheduling job interviews. Those who are not successful in finding a job in this three week period receive a vocational and academic assessment. The results of this assessment and the judgment of the local office determine the selection and sequence of subsequent components. These other components include job motivation workshops and marketable skills training.

Effective May 1, 1982 Arizona began operating a section 1115 demonstration waiver project that allows the Department of Economic Security to require registration by parents with children between the ages of three and six years.

2. Arkansas

The Arkansas WIN Demonstration, known as Project Success, began on September 30, 1982. Project Success emphasizes immediate and continuous job search. Each county Project Success unit requires recipients to participate in Job Club, Job Search, and, in those counties that offer it, Work Experience. Job Club is generally the initial component assignment. It provides group employment counseling and training in effective job search techniques in five to ten three hour sessions. Recipients who are still unemployed after completing Job Club are assigned to Job Search to continue actively seeking employment. After completing Job Search, participants may be assigned to a Work Experience position. In the Work Experience component, registrants are involved in developing job skills and improving work habits through unsalaried job training. Registrants may work up to 30 hours per week for a maximum of 12 weeks for each Work Experience Assignment.

In conjunction with its WIN Demonstration, Arkansas operates a section 1115 demonstration waiver project that permits the State's Department of Human Services to require mothers with children between the ages of three and six years to register for Project Success unless otherwise exempt.

3. California

The California WIN Demonstration project began January 1, 1985, and is operational in 32 counties comprising 95 percent of the State's AFDC caseload. The objectives of the program are to increase the number of AFDC registrants who receive employment services; to increase the number of registrants who enter employment; and to decrease WIN-related quality control errors. County welfare departments register and assess participants. Under contract from the State welfare agency, local offices of the State's Employment Development Department prepare individual employability plans and conduct job search workshops. In six counties, applicants are referred to a five-day job search workshop, followed by a maximum of ten days at the phone bank and, if necessary, up to 40 days of independent job search. In the remaining counties, recipients are referred to a three-day job search workshop, followed by up to 40 days of independent job search. During thee individualized job search period, employment specialists specify each registrant's minimum job search contacts based on the local labor market and the registrant's skills and circumstances.

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[1] Prepared by the Department of Health and Human Services.

In San Diego the "Saturation Work Initiative Model" (SWIM) is testing the impact of involving at least 75 percent of WIN registrants in various work and training activities, including job search, CWEP and training.

California is currently implementing the Greater Avenues for Independence (GAIN) program under section 1115 demonstration authority. GAIN will provide work-related activities and services to all employable welfare recipients, and will require their ongoing participation in one or more work activities until they are employed. GAIN will use a case management approach of close contact with the registrant and on-going monitoring of activities.

Under GAIN, each county is responsible for developing its own work program design. Thus far, 54 of 58 counties have submitted a plan to the State for approval, and 22 counties are now operational. All counties are expected to be operational by September, 1990.

A county plan must offer a minimum core of employment services, including job search, training, work experience, education and necessary support services. Specific participation and service requirements for each registrants are established in a contract between the registrant and the county. Most plans call for initial job search, followed by development of employment goals and a plan for training or education only for those who do not enter employment through job search.

4. Connecticut

The Connecticut WIN Demonstration, "The Job Connection," began on October 1, 1985. It is operational statewide and serves all applicants and recipients. The State Department of Income Maintenance contracts with the State's Department of Labor and Human Resources for specific services. Department of Human Resources staff interview each registrant, gather the necessary data to design the employability plan, arrange for any necessary supportive services, and refer registrants to the Department of Labor for individual or group job search or referral to training and education. The State Department of Income Maintenance also operates a title IV-A job search program statewide for unemployed parents, and a title IV-A grant diversion program in four counties for long-term AFDC recipients.

Connecticut also operates a voluntary program for long-term recipients (10 years or more) emphasizing remedial education and training.

5. Delaware

The Delaware WIN Demonstration began on April 1, 1982. Applicants and recipients who are registered and assessed for the WIN Demonstration may participate in any of the following program components: Job Factory; Job Readiness Training, Work Experience; Education or Training; or Independent Job Search. There are also three separate programs that target services to groups with particular needs.

6. District of Columbia

The District of Columbia was one of three final States that changed from WIN to WIN Demonstration status before the June 30, 1987 cutoff date contained in the legislation. The District's program began on July 1, 1987, with an estimated planning period of six months for completing transition from WIN to WIN Demonstration. The program outline calls for a case management approach that is intended to maximize use of available program components and ensure registrants are not discouraged by a complex referral process. Components are to include job search, work experience, remedial education or GED courses, and on-the-job training. Job entry retention will be tracked not only at the required 30 day mark after job entry, but at 3, 6 and 12 months also.

7. Florida

The Florida WIN Demonstration began on April 1, 1982. The program includes Orientation, Job Search and Job Club, and education and training activities. Program emphasis centers on individual and group Job Search, OJT, and vocational training.

The State has increased the emphasis on use of Job Clubs for direct job entry of recipients in jobs, rather than on the earlier combination of training and placement.

Florida began operating a Grant Diversion program called TRADE in October of 1983. Operated in conjunction with the WIN Demonstration and the State's JTPA, Grant Diversion places recipients in OJT positions that are expected to convert to unsubsidized employment after no more than six months. Financial support for these OJT positions comes partly (up to 50 percent) from JTPA funds and partly (up to 33 percent) from AFDC Grant Diversion. Under some circumstances, a combined total of 83 percent of the employer's wage cost may be subsidized.

8. Georgia

The Georgia WIN Demonstration began January 1, 1985. It is operational in 7 urban counties. Registrants are first assessed for job readiness and barriers to employment. Those deemed job ready enter structured independent job search, group job search, or job club for two months. If after two months a registrant is still not employed, a reassessment is done to determine the appropriateness of institutional training including JTPA programs, on-the-job training, or CWEP. The State welfare agency contracts with the State Employment Security agency for employment and support services.

9. Illinois

The Illinois WIN Demonstration began July 1, 1982. The central feature of the Illinois program was Independent Job Search. Participants were required to contact twenty employers each month and to spend at least one day every other week in the office to confirm contacts and improve on job search technique. Independent job search continued for at least two months unless a participant obtained a job sooner. For those who had not found a job, a more detailed employability assessment followed job search. The assessment determined the sequence of components, including educational training, Job Clubs and Work Experience.

In February, 1984, the State added a regular work experience component called the Illinois Work Experience Program. This program was funded at approximately $1.5 million from the title XX social services block grant. Monthly work hours assignments follow the federal CWEP formula of dividing the AFDC grant by the minimum wage to determine the monthly hours of work. However, unlike CWEP in which participation may continue indefinitely, assignments are limited to the regular maximum WIN duration of 13 weeks.

The State added an adult basic education component conducted by the State's public school system. Based on the assessment that follows job search, this component is available to those for whom the lack of a GED is regarded as a significant barrier. Funding for the adult basic education program comes through the State's title XX social services block grant.

The State added an employability skills curriculum conducted by the State's community colleges. This is a week-long intensive orientation to the world of work. Unlike the job readiness activities originally part of the Demonstration, which were applied only after an individual had been unsuccessful for two months at job search, the employability skills curriculum is offered selectively after the first week of job search where the individual need has been identified. Funding and technical assistance are provided by the State's JTPA program.

10. Indiana

Indiana's WIN Demonstration started September 30, 1985, and operates in 24 counties. Certain functions are provided under contract by the Employment Services Department. Others are provided directly by the Department of Public Welfare. After an assessment of work history and job skills, and determination of needed education and support services, registrants enter job search, work experience or classroom training that may include basic skills development, GED, and short-term vocational training. The State makes a special effort to coordinate with education and training offered through the vocational and technical education system and JTPA.

11. Iowa

The Iowa WIN Demonstration began September 30, 1983 in the same 47 counties in which the State has operated its Individual Education and Training Plan since 1969. Iowa's WIN Demonstration consists of two models that operate in different parts of the State, the WIN model and the Coordinated Manpower Services (CMS) model. Services in the WIN model are provided jointly by the Iowa DHS and by the Job Service under contract to DHS. Services in the CMS model are provided solely by DHS. The principal component difference is that the WIN model includes significant individual job search, while the CMS model includes work experience assignments. In both models classroom training is provided when necessary.

The service group priorities start with primary earners in Unemployed Parent cases, and proceed to volunteers, all other unemployed registrants, and those already employed part-time.

The Job Club is a structured four-hours-per-day, four-week course. One week is training and three weeks are active employer contacts by telephone.

12. Maine

The Maine WIN Demonstration began April 1, 1982. The program is operated as a component of the State's Welfare Employment, Education and Training (WEET) program. The program concentrates on job preparation and training. These activities may vary locally and include institutional training provided by colleges, vocational or remedial education or on-the-job training. Job Search activities are reserved for those who are assessed as being job ready.

Effective October 1983, Maine implemented a Grant Diversion program entitled "Training Opportunities in the Private Sector" or TOPS. Grant Diversion is run jointly with JTPA, although the level of JTPA involvement varies among the regions in the State. Selection of participants for Grant Diversion centers on single mothers who are unemployed at registration and have been AFDC recipients for at least six consecutive months at program entry. Participants are provided with prevocational training, field training (up to twelve weeks in a work experience assignment, with the support of Training Related Expenses) as appropriate. They are then placed in private sector on-the-job training positions that are expected to become unsubsidized employment at the end of 6 months.

Effective November 1984, Maine adopted the optional Unemployed Parent eligibility provision of the AFDC program. Since virtually all AFDC-UP households include at least one mandatory registrant, the pool of WIN mandatory registrants for WEET should increase. The State does not anticipate placing UP registrants in Grant Diversion.

13. Maryland

The Maryland WIN Demonstration began on September 30, 1982. Baltimore City and Wicomico County operated under the WIN Demonstration while the remaining counties continued to operate the regular WIN program. The two WIN Demonstration counties were allowed to choose from among the following components for this program: Job Club, institutional training, work experience, and on-the-job training. Also operating alongside the WIN Demonstration in Baltimore City and Wicomico County is a section 1115 demonstration waiver project called the Employment Initiatives Project. Its purpose is to test an alternative work program that offers a menu of employment activities for the participant provided through a consolidation of local resources in title IV-A, social services, and employment service agencies.

During fiscal years 1984-1985 the State completed the transition from the former program concentration on Labor Market Exposure and Job Search, toward the intended goal for the WIN Demonstration of relatively long-term education and skills training, particularly for those with uneven job histories. Other mandatory registrants already engaged in activities regarded as gainful and appropriate were effectively excused from other participation. Increased JTPA resources for training aided the transition.

14. Massachusetts

The State's original WIN Demonstration began in April, 1982, and was called the Comprehensive Work and Training Program. Its central feature was known as Diversion and included four alternatives: direct job entry, supported work, education or training, and a five-week job search. In addition, those not regarded as suitable for the first three alternatives were placed directly into the five-week job search.

Beginning six months after the 1982 election of a new governor, major redesign of the State's WIN Demonstration resulted in the E.T. program that began in October, 1983, with changes as follows.

1) The State appropriated a major expansion of State funds principally for child care.

2) WIN mandatory recipients must register with E.T., as with the former WIN program. However, the State now emphasizes voluntary aspects of participation in E.T. by drawing attention to the several choices participants have among the program components, based on their own employment goals.

3) The State instituted an extensive marketing approach to both the employer community and the welfare recipient community to increase the level of employment for welfare recipients. The marketing to the recipient community centers on largely voluntary participation made attractive by the choices offered among job opportunities and employability development programs. These latter include basic education, skills training, job referral, career counseling, and supported work services.

4) The Department of Public Welfare negotiated performance-based contracts for various training and placement services with other State and private agencies. For the 1985 contract with Department of Employment Security, the performance standards include: a 30-day retention rate not less than 85 percent; an average entry wage of at least 185 percent of the State's AFDC payment standard; and at least 65 percent of job entries in full-time jobs. For the contract with the State's JTPA program, requirements are included for maintenance of effort for welfare recipients in terms of the JTPA performance standards, and for additional services at $2,375 per participant, provided that at least 65 percent of those who are put into skills training, OJT or Work Experience are subsequently able to get unsubsidized employment.

5) In addition to the approximately $8.5 million in federal funds from the WIN appropriation, the State appropriated substantial additional funds that have in turn matched various other federal funds. In 1984 this State appropriation amounted to about $8.4 million, plus another $2.8 million in federal title IV-A Job Search funds. In 1985 this State appropriation amounted to about $15.1 million, plus another $4.3 million in federal title IV-A Job Search and Grant Diversion funds.

15. Michigan

The Michigan WIN Demonstration program, known as the Education and Training Program began April 1, 1982. The program changed the emphasis in WIN from traditional job development and job placement, to a new emphasis on self placement. The primary assignment was to structured Job Search or Job Club lasting up to four weeks. Those who were unemployed at the conclusion of this assignment are screened for assignment to adult basic education, other classroom vocational training, or to CWEP. The counties have been free to vary this basic sequence and to develop their own additional work or training components. CWEP was frequently used prior to Job Search or Job Club to update or establish a work history.

The Michigan CWEP program also began April 1, 1982. In addition, since March 1, 1982, Michigan has operated a section 1115 demonstration waiver project. The original set of waivers included permitting the State's Department of Social Services (DSS) to require registration by three additional groups of recipients: 1) mothers with children between the ages of six months and six years unless otherwise exempt; 2) those employed more than 30 hours per week; and 3) second parents in AFDC/UP cases. The waiver project also permitted the State to sanction those who quit or voluntarily reduced their hours on a job.

During fiscal 1984, the State appropriated approximately $21 million in State funds to support both the WIN Demonstration activities and associated work program for GA recipients.

Effective June 1, 1985, the State received approval for two changes in its section 1115 demonstration waiver project. First, the registration requirement for second parents in AFDC UP cases was dropped. Second, a registration requirement was added for 16-to-20 year old recipients not in school and without a high school diploma or GED.

The State passed legislation in early 1984 that significantly altered both exemption and participation criteria not only for the State's WIN Demonstration, but also for several work programs for GA recipients. The new program was called the Michigan Opportunities and Skills Training, or MOST, and became effective April, 1984. MOST established a series of explicit exemptions from mandatory participation as a means of better targeting the available financial and staff resources to the most readily employable segments of the AFDC population. These participation exemptions included:

a. three or more minor children under age 16;
b. over age 55;
c. youngest child under six months of age;
d. participation in a substance abuse rehabilitation program;
e. resident in a mental institution within the last five years;
f. in prison within the last two years;
g. already participating in job training or education approved by DSS.

The MOST legislation also established participation criteria for selected groups. For instance, mothers between the ages of 16 and 20 (now required to register under a provision of the State's section 1115 waiver project) who lack a high school diploma are directed exclusively to educational activities for job skills or a GED, if child care is available. Finally, the MOST legislation authorized both a Grant Diversion program under section 414 of the Social Security Act, and a teenage pregnancy prevention program. These are operated in conjunction with the State's WIN Demonstration. Effective October 1, 1985, the State initiated their Grant Diversion program in eight counties.

16. Nebraska

Nebraska's WIN Demonstration began in October of 1982. The program concentrated on Job Search. Individual Job Search participants were required to make six employer contacts each week, and to visit the office one day each week to confirm the contacts. A more structured Group Job Search component includes a one-week workshop that prepares participants for employment, followed by a second week of telephoning employers to arrange job interviews. Other components include remedial education, training and OJT. The State leaves to the counties the determination of sequence of components.

There has been extensive cross-training of staff in order to facilitate the State's expansion of coverage without major staff increases. While the variety of components has not changed since the first year, the program's emphasis has been shifted towards Group Job Search. Increasingly the recipient's own responsibility for finding a job has been emphasized, leaving the program in a more supporting role.

In May, 1985, Nebraska began operating its "Job Support Project" under a section 1115 demonstration waiver. This project allows the DSS to require registration by parents with children between the ages of three and six years. The project is expected to enlarge the State's mandatory registrant population by 15 to 20 percent. The State expects an increase over time in the levels of job entries of about 25 percent.

17. New Jersey

The New Jersey WIN Demonstration began on October 1, 1982. As described in the first year evaluation, each county must operate components that include Group Job Search, OJT, and Work Experience. Within the State's overall requirements, each county then determines appropriate component structure and usage. Thus, Job Search in six counties is the primary initial component. In the other seven counties, Job Search is selectively assigned after an employability assessment.

In September, 1983, the State received approval to operate a section 1115 demonstration waiver project for a Grant Diversion program in four counties. Five additional counties later asked for and received State authority to implement this component. Participation in Grant Diversion since its inception has exceeded 200 registrants. Of the 50 percent who complete Grant Diversion, nearly all convert to unsubsidized employment.

18. New Mexico

The New Mexico WIN Demonstration began July 1, 1987, as an integral part of Project FORWARD, the State's overall employment support program in which all departmental employment and training programs are being consolidated. Project FORWARD also includes the Food Stamp employment program, the Community Services Block Grant program, and the State's title IV-A Community Work Experience program (CWEP). Project FORWARD will have uniform instructions for services provision.

Project FORWARD was intended to expand WIN services from 6 counties to 17; the actual expansion was to 18 counties, that include over 83 percent of the State's AFDC caseload. The State intended to phase in over the first year a nearly 100 percent participation requirement, half in assessment and employment planning, and half in individual job search.

The State's proposal indicated that the department would apply for a section 1115 demonstration waiver to remove the exemption for mothers or caretaker relatives of children between ages 3 and 6, but the waiver application has not been received. Similarly, the State indicated they would file a title IV-A State Plan amendment to add Grant Diversion to the other two optional title IV-A work programs the State already operates, CWEP and Job Search. This plan amendment has not yet been received.

Objectives of Project FORWARD include a reduction in the AFDC caseload, an emphasis on job entries for applicants before the AFDC case is opened, and use of a wider range of resources to support AFDC recipients in keeping their jobs.

19. New York

The New York WIN Demonstration began May 1, 1985, and is operating in nine counties and New York City (together comprising 85 percent of the State's caseload). The State Department of Social Services contracts with the State Department of Labor for employment and training services. After appraisal and development of an employability plan, recipients may participate in supervised job search, job clubs, vocational counseling, institutional training, WIN-OJT, WIN work experience, training, or unsubsidized employment. In addition, the State operates CWEP in 20 counties and until the end of fiscal 1987 had a section 1115 demonstration project to provide job assignments partly supported through grant diversion. The State has indicated they will seek a title IV-A State Plan amendment to make grant diversion supported jobs a regular component of their overall welfare employment program.

20. Oklahoma

The Oklahoma WIN Demonstration began on January 1, 1982, as the Oklahoma Employment and Training program. As described in the first year evaluation, the State combined its WIN Demonstration with a CWEP program. In April, 1983, the State's Department of Human Services (DHS) added a title IV-A Job Search program for the entire State. The State retained several of the regular WIN components, including Orientation, Job Search, OJT, and Vocational Training. The State has operated a section 1115 demonstration waiver project in conjunction with the WIN Demonstration. The waiver permits the welfare agency to require mothers with children under age 6 to register unless otherwise exempt. The State estimates that this waiver provision accounts for approximately 65 percent of all registrants on hand, and for a similar percentage of all of the WIN Demonstration job entries. The State added a Grant Diversion program effective December 1, 1986, with an initial annual objective of 500 participant positions.

21. Oregon

The Oregon WIN Demonstration began January 1, 1982. The major feature of the program is job search for AFDC applicants and recipients. Applicants are required to participate in job search activities (up to 45 days) as a condition of eligibility for AFDC. Recipients are required to participate in job search for unlimited periods of time with a two-week break every six months. AFDC recipients in a self-financed training program may be suspended from job search for up to 92 days (with exceptions up to one year). Job Search is preceded by a program orientation and employability assessment where an action plan is developed and signed by each registrant. The action plan is updated biennially. Other activities available to WIN Demonstration registrants include referrals to JTPA training and OJT.

Oregon continues to operate its section 1115 demonstration waiver project entitled Coordinated Job Placement Project. The waiver makes job search mandatory for applicants and requires WIN Demonstration registration for mothers or other caretaker relatives with children between the ages of three and six.

Effective January 1, 1984, a short term training activity called "Preparation for Guaranteed Employment" was implemented for registrants deemed to be relatively hard to place.

Effective March 1, 1985, the project was amended. A section 1115 demonstration waiver was approved that allows Oregon to include a 30-day fixed sanction period for failure to participate without good cause. If the registrant agrees to participate during the sanction period the AFDC grant may be restored.

Effective January 1, 1984, registrants in self-financed training may be exempted from job search for up to 92 days. That is, if a registrant on his or her own initiative had enrolled in a vocational training class, he could negotiate with the WIN Demonstration staff person to postpone the mandatory job search until completion of the training by as much as 92 days.

22. Pennsylvania

The Pennsylvania WIN Demonstration began September 30, 1982, as the Work Registration Program. As described in the first year evaluation, the program established a six month cycle designed to be repeated by all mandatory registrants until they became exempt or left AFDC. A major purpose was to avoid the State's difficulties in the former WIN program with large numbers of unassigned mandatory recipients who would not be approached by WIN for often long periods of time.

The State's participation cycle started with two sequential fifteen-day periods of Job Search. The first was operated by the State's Office of Employment Security. The second segment was called Pennsylvania Employables Program, or PEP, and was operated by county welfare offices for those who did not get a job during the first segment. The PEP operation originally included two tools not available to the OES segment: contract use of private employment agencies; and an authorization from the State for a State income tax credit analogous to the now expired federal Targeted Jobs Tax Credit.

The State began operation of a CWEP program in March, 1983. A five-month assignment to CWEP was standard for recipients who had not gotten a job in either of the fifteen-day job search activities. Those still on AFDC at the end of the sixth month were given the standard eligibility redetermination, and recycled as new program registrants, to repeat the six-month program.

The State began operation in conjunction with a section 1115 demonstration waiver project. The State had enacted work requirement legislation related to the State's GA caseload. While participation and sanction requirements were similar to WIN Demonstration requirements, the State believed constructive research findings could emerge from obtaining waivers of federal provisions that would make these participation requirements for the two programs congruent. The principal waivers permitted the State Department of Public Welfare to:

1. replace the standard illness and incapacity exemption with the requirement for documentation that proves the existence of a serious physical or mental handicap directly related to the person's inability to work at a job that produces income equal to or exceeding the minimum wage;

2. require recipients otherwise designated as remote from a project site to accept locally available jobs;

3. change the sanction periods from 3 and 6 months, respectively, to 2 and 3 months.

These waivers effectively permitted the State to test the administrative efficiencies from conforming the registration, exemption and sanction criteria for both the General Assistance (GA) and AFDC recipient populations.

23. Rhode Island

Rhode Island applied June 17, 1987 to change from a regular WIN State to participate in a Work Incentive (WIN) Demonstration program. Their application was approved, effective July 1, 1987. The Rhode Island title IV-A agency, the Department of Human Services, is charged with implementing the State's WIN Demonstration program.

24. South Dakota

The South Dakota WIN Demonstration began on April 1, 1982. As described in the first year evaluation, registrants are first assigned to 60 days in Job Search. Those who do not find a job in that component are then assigned to specific work sites in the State's CWEP program. The State also retained the former WIN components of OJT, and Suspense to outside employment or training, such as through JTPA. Use of Suspense keeps the recipient registered with the Demonstration for the duration of the non-WIN work activity, for eligibility and reporting purposes.

The State has added to their OJT program a Job Related Education option designed to enable participants to acquire or develop skills to enhance their value to their OJT employers. Apart from CWEP participants, the State will now make available a $3.00 per day training allowance for up to 10 days when there are identified travel difficulties or limited economic resources.

25. Tennessee

Tennessee's WIN Demonstration, the VICTORY Network Program, began October 2, 1985, and is operational in 40 counties. In certain counties the Department of Human Services provides the program services, while in others the Department of Employment Security or JTPA provides the services under contract to DHS. After assessment, job-ready participants enter individual job search, job clubs, or OJT. Those who are not job ready may be referred for GED testing, purchased skill training, work experience, OJT, or JTPA training.

Literacy assessments are available in some counties through the Adult Basic Education Department. In addition, Shelby county has a special linkage with the Memphis city school system for intervention with young school drop-outs.

26. Texas

The Texas WIN Demonstration began on March 4, 1982. The primary component is called Independent Job Search, and concentrates on individual employment counseling and direct placement. Group Job Search, or Job Clubs, previously used in the regular WIN program, were retained only in a few of the larger offices, due to lack of space and limited staff. A period of initial job search, varying in duration with the individual needs of the participants, is a requirement in some offices for virtually all applicants, with necessary assistance provided from the Texas Employment Commission or the Department of Human Services (DHS).

The title IV-A Job Search program that began as a thirteen county pilot in April, 1983, became a statewide program as of October 1, 1984. This program is separate from the WIN Demonstration, but in WIN Demonstration counties provides job search activity support. The State also uses private and non-profit job placement services on a contract basis for additional job search. The FY 1985 Job Search expenditures were approximately $3.5 million.

27. Virginia

Virginia's WIN Demonstration, the Employment Services Program, began January 1, 1983, for applicants, WIN-mandatory recipients, and volunteers. The components are individual or group job search (up to four weeks, to be repeated every six months), work experience, and education and training (such as JTPA training, basic education and GED preparation, or privately operated training programs). The work experience component focuses on the development of work habits, positive work attitudes, and understanding of the employer-employee relationship. After 13 weeks of work experience, participants are reassessed and may be reassigned to work experience or to another component. Registrants referred for further education or training must complete this activity within the shortest time possible, generally no longer than one year.

28. West Virginia

The West Virginia WIN Demonstration began on September 27, 1982. Since its inception, the program has concentrated on Work Experience, as well as Job Search, and has lessened training activities as compared to the predecessor WIN program. The State had initiated a CWEP program in January of 1982. It became an integral part of the WIN Demonstration, and has been by far the State's largest initial program component. The State also retained three of the WIN components, Job Search, OJT, and Vocational Training. Job Search is the most used of the three, as the State puts recipients with a recent work history or high school completion directly into this component.

In July of 1983, CWEP was expanded to include WIN mandatory single heads of households. At the end of 1984, CWEP was further expanded to include volunteers. Previously, CWEP had been used primarily for registrants from AFDC-UP cases. In August, 1985, the reimbursement schedule for CWEP participants was changed to allow the amount of reimbursement for transportation and other related expenses to be based on a graduated scale from $4 to $38. Before this change, CWEP reimbursement had been at flat rates of either $15 or $25 for incurred costs.

29. Wisconsin

The Wisconsin Employment Opportunities Program was implemented on September 30, 1985. The Department of Health and Social Services administers the program but has subcontracted with the State's Job Service to provide services. In addition, DHHS subcontracted with the State's Department of Vocational Rehabilitation and seven community based non-profit agencies to provide services in twelve counties not covered by Job Service offices. Phase I of the program is a 3-to-5 hour job search skills workshop, and eight weeks of independent job search with a mid-point progress conference. Phase II is for those who do not find a job in Phase I, and involves eight weeks of Group Job Search Activity, beginning with a five-day Job Club session, and including daily contact between recipient and program staff.

PART IV

HEALTH PROGRAMS

A. Medicaid

Medicaid, authorized under title XIX of the Social Security Act, is a Federal-State matching program providing medical assistance for low-income persons who are aged, blind, disabled or members of families with dependent children. Within Federal guidelines, each State designs and administers its own program. Thus, there is a substantial variation among the States in terms of persons covered, types and scope of benefits covered and amounts of payments for services. Medicaid legislation in recent years has sought to control rising program costs, expand coverage for pregnant women and children, and permit States flexiblity in administering their programs and providing more efficient services. Federal Medicaid outlays are estimated to total $32.7 billion in FY 1989. The State share in FY 1989 is estimated to be $25.7 billion. Tables D-1 and D-2 show Medicaid recipients and payments by State on the basis of eligibility status.

FEDERAL FINANCIAL PARTICIPATION

Federal Medical Assistance Percentage.—The Federal Government helps States share in the cost of Medicaid services by means of a variable Federal Medical Assistance Percentage which can range from 50 percent to 83 percent, though currently the highest rate is 78 percent. The Federal Medical Assistance Percentage for each State is based on the average per capita income of that State as compared to the United States. Prior to 1986, the Federal percentage was calculated biennially. The Consolidated Omnibus Budget Reconciliation Act of 1985 required an annual calculation of the Federal percentage.

TABLE D-1.—MEDICAID RECIPIENTS BY BASIS OF ELIGIBILITY—FISCAL YEAR 1986

[Recipients in thousands]

State	Total recipients	Aged	Percent	Blind	Percent	Disabled	Percent	AFDC child	Percent	AFDC adult	Percent	Other title XIX	Percent
All jursidictions	22,518	3,140	14	82	.4	3,100	14	10,031	45	5,647	25	1,366	6
Alabama	316	82	26	1.7	.5	72	23	116	37	56	18	4	1
Alaska	29	3	10	.06	.2	2	7	15	52	7	24	4	14
Arkansas	203	51	25	1.3	.6	44	22	61	30	33	16	12	6
California	3,466	470	14	24	.7	512	15	1,376	40	860	25	223	6
Colorado	149	30	20	.2	.1	21	14	68	46	31	21	7	5
Connecticut	217	36	17	.2	.1	24	11	94	43	50	23	13	6
Delaware	39	5	13	.1	.3	5	13	19	49	10	26	2	5
District of Columbia	98	10	10	.06	.06	15	15	45	46	24	24	4	4
Florida	588	115	20	3	.5	113	19	237	40	112	19	8	1
Georgia	484	92	19	3	.6	104	21	222	46	111	23	2	0
Hawaii	89	11	12	.2	.2	8	9	47	53	28	31	1	1
Idaho	40	6	15	.04	.1	7	18	18	45	9	23	.7	2
Illinois	1,064	81	8	1	.1	136	13	542	51	283	27	20	2
Indiana	298	44	15	1	.3	44	15	145	49	77	26	12	4
Iowa	222	31	14	.8	.4	24	11	103	46	67	30	21	9
Kansas	131	46	35	.2	.2	17	13	69	53	35	27	6	5
Kentucky	415	54	13	2	.5	72	17	191	46	115	28	13	3
Louisiana	446	92	21	2	.4	70	16	194	43	88	20	.5	.1
Maine	125	21	17	.3	.2	20	16	62	50	37	30	0	0
Maryland	323	43	13	.4	.1	39	12	161	50	76	24	4	1

Massachusetts	529	103	19	8	2	77	15	188	36	116	22	37	7
Michigan	1,120	96	9	2	.2	148	13	626	56	349	31	68	6
Minnesota	344	57	17	.7	.2	36	10	138	40	84	24	29	8
Mississippi	319	63	20	2	.6	61	19	127	40	56	18	10	3
Missouri	360	64	18	1	.3	54	15	153	43	85	24	3	1
Montana	52	7	13	.1	.2	7	13	22	42	15	29	1	2
Nebraska	102	16	16	.2	.2	11	11	42	41	25	25	8	8
Nevada	33	6	18	.4	1	5	15	13	39	8	24	2	6
New Hampshire	35	8	23	.3	.9	5	14	10	29	11	31	.01	.03
New Jersey	581	66	11	1	.2	76	13	295	51	150	26	16	3
New Mexico	92	12	13	.5	.5	18	20	41	45	18	20	2	2
New York	2,323	353	15	4	.2	303	13	989	43	529	23	144	6
North Carolina	378	67	18	2	.5	51	13	161	43	92	24	5	1
North Dakota	40	9	23	.05	.1	5	13	14	35	12	30	.2	1
Ohio	1,079	95	9	2	.2	113	10	575	53	295	27	.1	.01
Oklahoma	242	54	22	.5	.2	27	11	106	44	51	21	3	1
Oregon	163	18	11	1	.6	19	12	75	46	44	27	5	3
Pennsylvania	1,099	124	11	1.5	.1	140	13	603	55	270	25	71	6
Puerto Rico	1,762	0	0	1	.1	77	4	594	34	537	30	554	31
Rhode Island	97	19	20	.3	.3	18	19	38	39	21	22	.7	1
South Carolina	262	46	18	2	.8	56	21	162	62	100	38	2	1
South Dakota	37	8	22	.1	.3	6	16	14	38	7	19	1	3
Tennessee	395	72	18	3	1	84	21	169	43	58	15	10	3
Texas	879	213	24	4	.5	117	13	370	42	174	20	1	0
Utah	76	8	11	.09	.1	9	12	35	46	22	29	9	12
Vermont	50	7	14	.09	.2	7	14	21	42	13	26	1	2
Virgin Islands	14	1	7	.003	.02	.6	4	8	57	4	29	1	7

TABLE D-1.—MEDICAID RECIPIENTS BY BASIS OF ELIGIBILITY—FISCAL YEAR 1986—Continued

[Recipients in thousands]

State	Total recipients	Aged	Percent	Blind	Percent	Disabled	Percent	AFDC child	Percent	AFDC adult	Percent	Other title XIX	Percent
Virginia	314	58	18	1	.3	49	16	127	40	71	23	8	3
Washington	358	42	12	.4	.1	49	14	195	54	97	27	6	2
West Virginia	211	36	17	.4	.2	42	20	72	34	60	28	2	1
Wisconsin	409	85	21	1	.2	78	19	253	62	155	38	10	2
Wyoming	21	3	14	.06	.3	2	10	8	38	8	38	.04	.18

TABLE D-2.—MEDICAID MEDICAL VENDOR PAYMENTS BY BASIS OF ELIGIBILITY OF RECIPIENTS—FISCAL YEAR 1986

[Dollars in millions]

State	Total expenditures	Aged	Percent	Blind	Percent	Disabled	Percent	AFDC child	Percent	AFDC adult	Percent	Other title XIX	Percent
All jurisdictions	$41,027	$15,100	37	$277	0.7	$15,100	37	$5,136	13	$4,877	12	$991	2
Alabama	410	160	39	3	.7	162	40	39	10	45	11	2	.5
Alaska	85	23	27	.4	.5	29	34	12	14	10	12	11	13
Arkansas	434	143	33	4	1	188	43	39	9	31	7	30	7
California	4,405	1,044	24	43	1	1,705	39	585	13	815	19	214	5
Colorado	300	113	38	3	1	123	41	27	9	23	8	12	4
Connecticut	675	333	49	1	.1	193	29	57	8	56	8	35	5
Delaware	79	33	42	.4	.5	27	34	9	11	9	11	.7	.9

District of Columbia	201	82	41	.2	.1	82	41	17	8	17	8	3	1
Florida	1,003	436	43	6	1	387	39	83	8	84	8	8	1
Georgia	818	257	31	7	1	333	41	94	11	125	15	1	.1
Hawaii	137	58	42	.5	.4	32	23	20	15	25	18	.6	.4
Idaho	85	32	38	.1	.1	35	41	9	11	8	9	.7	1
Illinois	1,675	359	21	5	.3	766	46	257	15	265	16	23	1
Indiana	828	300	36	4	0	315	38	89	11	105	13	16	2
Iowa	374	113	30	2	.5	132	35	48	13	59	16	21	6
Kansas	239	96	40	1	.3	76	32	27	11	23	10	15	6
Kentucky	537	154	29	4	1	207	39	67	12	88	16	17	3
Louisiana	780	274	35	5	1	305	39	99	13	97	12	.4	.1
Maine	283	121	43	.6	.2	95	34	30	11	37	13	0	0
Maryland	680	248	36	.9	.1	219	32	116	17	91	13	5	1
Massachusetts	1,665	688	41	37	2	612	37	133	8	145	9	50	3
Michigan	1,768	402	23	7	.4	628	36	290	16	371	21	69	4
Minnesota	1,044	451	43	5	.5	400	38	63	6	91	9	35	3
Mississippi	317	126	40	2	1	107	34	38	12	39	12	4	1
Missouri	556	251	45	3	1	175	31	67	12	57	10	2	.4
Montana	112	42	38	.3	.3	41	37	11	10	17	15	1	1
Nebraska	188	74	39	.8	.4	58	31	21	11	24	13	11	6
Nevada	79	26	33	2	3	32	41	8	10	9	11	2	3
New Hampshire	133	72	54	3	2	44	33	4	3	10	8	.007	.01
New Jersey	1,281	468	37	4	.3	434	34	143	11	181	14	51	4
New Mexico	165	44	27	2	1	67	41	25	15	22	13	4	2
New York	8,223	3,994	49	66	1	2,658	32	686	8	683	8	136	2
North Carolina	751	268	36	6	1	264	35	92	12	93	12	28	4
North Dakota	122	58	48	.1	.1	39	32	8	7	15	12	2	2

TABLE D-2.—MEDICAID MEDICAL VENDOR PAYMENTS BY BASIS OF ELIGIBILITY OF RECIPIENTS—FISCAL YEAR 1986—Continued

[Dollars in millions]

State	Total expenditures	Aged	Percent	Blind	Percent	Disabled	Percent	AFDC child	Percent	AFDC adult	Percent	Other title XIX	Percent
Ohio	2,050	599	29	6	.3	668	33	671	33	106	5	.1	.005
Oklahoma	422	162	38	.8	.2	135	32	73	17	44	10	8	2
Oregon	260	84	32	7	3	94	36	29	11	43	17	4	2
Pennsylvania	1,993	730	37	4	.2	654	33	344	17	220	11	40	2
Puerto Rico	156	0	0	.1	.1	7	4	52	33	37	24	60	38
Rhode Island	263	120	46	1	.4	109	41	15	6	17	6	.5	.2
South Carolina	394	121	31	3	1	168	43	46	12	55	14	2	.5
South Dakota	103	44	43	.5	.5	42	41	8	8	7	7	1	1
Tennessee	714	227	32	5	1	263	37	120	17	72	10	27	4
Texas	1,628	657	40	12	1	585	36	172	11	200	12	.6	.04
Utah	140	34	24	.3	.2	55	39	16	11	22	16	13	9
Vermont	95	36	38	0	.2	37	39	9	9	12	13	1	1
Virgin Islands	4	0.5	13	.001	.03	.4	10	2	50	1	25	.2	5
Virginia	595	251	42	3	1	217	36	49	8	66	11	9	2
Washington	625	205	33	1	.2	233	37	94	15	86	14	6	1
West Virginia	201	78	39	.6	.3	55	27	28	14	38	19	1	.5
Wisconsin	920	394	43	6	1	350	38	88	10	74	8	8	1
Wyoming	33	16	48	.1	.3	5	15	4	12	7	21	.04	.1

Special Matching Rates.—The Federal matching rate for administrative costs is generally 50 percent, with the following exceptions: professional medical personnel used in program administration (75 percent); automated claims processing systems (90 percent for development, 75 percent for operation); establishment and operation of State fraud and abuse control units (90 percent for the first 3 years, 75 percent thereafter); and review activities conducted by peer review organizations under contracts (75 percent). The law also specifies a 90 percent matching rate for family planning services.

ELIGIBILITY

Eligibility for Medicaid is linked to actual or potential receipt of cash assistance under the Federally assisted Aid to Families with Dependent Children (AFDC) program and the Federal Supplemental Security Income (SSI) program for the aged, blind and disabled. All States must cover the "categorically needy" under their Medicaid programs. In general, categorically needy are persons receiving cash assistance under AFDC or SSI, but States have the option of limiting Medicaid coverage of SSI recipients by requiring them to meet a more restrictive eligibility standard that was in effect on January 1, 1972 (before implementation of SSI). States using the more restrictive standard are Connecticut, Hawaii, Illinois, Indiana, Minnesota, Missouri, Nebraska, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, Utah, and Virginia. States choosing the more restrictive criteria must allow applicants to deduct medical expenses from income in determining eligibility. States may also cover additional persons as categorically needy. These "optional categorically needy groups" include persons who would be eligible for cash assistance, except that they are residents in medical institutions (such as skilled nursing facilities) or children up to age 21 (or reasonable classification of these children) not meeting the AFDC definition of dependent children but with family incomes and resources which fall within AFDC eligibility levels.

The Deficit Reducation Act of 1984 (P.L. 98-369), as amended by the Consolidated Omnibus Budget Reconciliation Act of 1985 (P.L. 99-272), and the Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203) required States to extend categorically needy protection to the following groups of persons meeting AFDC income and resources requirements:

—First-time pregnant women from medical verification of pregnancy (where such women would be eligible for AFDC if the child were born);

—Pregnant women in two-parent families where the principal wage earner is unemployed, whether or not the State provides AFDC for families with an unemployed parent;

—Children born on or after October 1, 1983, through age 6 in two-parent families: and

—Effective July 1, 1986, pregnant women in two-parent families.

States are required to continue Medicaid coverage for four months for families that lose AFDC eligibility because of increased hours or increased earnings from employment, if they were eligible for AFDC for three of the six preceding months. The Deficit Reduction Act of 1984 also required States to continue Medicaid eligibility for nine months for families which lose AFDC eligibility because the provision which excludes $30 plus ⅓ of the remaining earned income for AFDC purposes only applies for a four-month period. States were also given the option to continue this Medicaid eligibility for an additional six months.

Thirteen States have elected to extend coverage under this option. The District of Columbia, Florida, Hawaii, Illinois, Maryland, Massachusetts, Michigan, Nebraska, New Jersey, New York, Ohio and Vermont extend coverage for six months, and Minnesota extends coverage for four months.

States may also cover the "medically needy" under their Medicaid programs. These are persons whose income or resources are in excess of the standards for cash assistance, provided that:

—They are aged, blind, disabled or members of families with dependent children; and

—Their income (after deducting incurred medical expenses) falls below the State's medically needy standard (which may not exceed 133⅓ percent of the State's AFDC payment standard for the same family size).

States may also extend Medicaid coverage to medically needy individuals who are in institutions (such as nursing homes) based on a separate income level which may be up to 300 percent of the SSI income level. If a State provides coverage for any medically needy groups, it must include pregnant women and children under age 18 who would qualify as categorically needy but for their excess income or resources. Thirty-six States have medically needy programs. (See Table D-3).

The Omnibus Budget Reconciliation Act of 1986 (P.L. 99-509) gave States the option of extending Medicaid coverage to additional target groups with incomes between the existing State eligibility standard and a State-defined level at or below the Federal poverty line. The first target group (which States could begin covering April 1, 1987) is pregnant women and infants. Beginning in FY 88, coverage could be extended on an incremental basis to children under age 5. The second target group (which States could begin covering July 1, 1987) is elderly and disabled persons. For this second target group, States may provide full Medicaid coverage or, alternatively, just cover Medicare cost-sharing expenses. The Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203) further expanded the States' options. States may cover pregnant women and children up to 1 year of age whose family income does not exceed 185 percent of the Federal poverty line, and may accelerate coverage of children through age 8 whose family income does not exceed 100 percent of the poverty line. Table D-4 shows States that have taken the option to cover pregnant women and children.

Table D-5 summarizes income eligibility levels in the States for AFDC, medically needy, and pregnant women and infants.

COVERED SERVICES

States are required to provide the following services to all categorically needy individuals:

—inpatient hospital services (other than mental hospitals)
—outpatient hospital services
—rural health clinic services
—laboratory and X-ray services
—skilled nursing facility services and home health services for individuals 21 or older (other than mental facilities)
—early and periodic screening and diagnosis of individuals under 21, and treatment to correct or ameliorate defects and chronic conditions discovered through that screening (EPSDT)
—family planning services
—physician services
—nurse midwife services

TABLE D-3.—STATES COVERAGE OF THE MEDICALLY NEEDY, JANUARY 1987

	Prior to OBRA	Post OBRA	Does not cover
Alabama			(2)
Alaska			(2)
Arizona			(2)
Arkansas	X		
California	X		
Colorado			(2)
Connecticut	X		
Delaware			(2)
District of Columbia	X		
Florida		X—7/86	
Georgia		[1]—1/85	
Hawaii	X		
Idaho			(2)
Illinois	X		
Indiana			(2)
Iowa		[1]—11/84 X—4/86.	
Kansas	X		
Kentucky	X		
Louisiana	X		
Maine	X		
Maryland	X		
Massachusetts	X		
Michigan	X		
Minnesota	X		
Mississippi			(2)
Missouri			(2)
Montana	X		
Nebraska	X		
Nevada			(2)

TABLE D-3.—STATES COVERAGE OF THE MEDICALLY NEEDY, JANUARY 1987—Continued

	Prior to OBRA	Post OBRA	Does not cover
New Hampshire	X		
New Jersey		X—7/86	
New Mexico			(2)
New York	X		
North Carolina	X		
North Dakota	X		
Ohio			(2)
Oklahoma	X		
Oregon		[1]—1/84 X—7/86.	
Pennsylvania	X		
Rhode Island	X		
South Carolina			(2)
South Dakota			(2)
Tennessee	X		
Texas		[1]—1/85	
Utah	X		
Vermont	X		
Virginia	X		
Washington	X		
West Virginia	X		
Wisconsin	X		
Wyoming			(2)
Total	30	6	15

X=All groups.

[1] Women and children only.

[2] No coverage.

Note.—New Jersey and Iowa exclude caretaker relatives from Medically Needy Program.

TABLE D-4.—OBRA-86 COVERAGE OPTIONS FOR PREGNANT WOMEN AND CHILDREN AS OF JANUARY 1988

	Adopted/ percent poverty	Coverage to age		Dropped assets test	Continuous eligibility	Presumptive eligibility	Effective date
		1	2				
Alabama	(*)						
Alaska							
Arizona	100		X	X	X		1/88
Arkansas	[2] 75/100		X		X	X	4/87
California [1]							
Colorado	(*)						

TABLE D-4.—OBRA-86 COVERAGE OPTIONS FOR PREGNANT WOMEN AND CHILDREN AS OF JANUARY 1988—Continued

	Adopted/ percent poverty	Coverage to age		Dropped assets test	Continuous eligibility	Presumptive eligibility	Effective date
		1	2				
Connecticut	100	X					[3] 4/88
Delaware	100	X		X	X		1/88
District of Columbia	100		X	X	X		4/87
Florida	100		X	X	X	X	10/87
Georgia	(*)						
Hawaii	(*)						
Idaho							
Illinois	(*)						
Indiana	(*)						
Iowa	(*)						
Kansas	(*)						
Kentucky	100		X				10/87
Louisiana							
Maine	(*)						
Maryland	100	X		X	X	X	7/87
Massachusetts	100		X	X	X	X	7/87
Michigan	100		X	X	X		1/88
Minnesota [1]				X	X		
Mississippi	100		X		X		10/87
Missouri	100		X		X		1/88
Montana							
Nebraska							
Nevada							
New Hampshire							
New Jersey	100		X	X	X	X	7/87
New Mexico	100		X		X		1/88
New York	(*)						
North Carolina	100		X	X	X	X	10/87
North Dakota							
Ohio	100	X					1/89
Oklahoma	100		X	X	X		1/88
Oregon	[2] 85/100		X	X	X		11/87
Pennsylvania	100		X	X		X	[3] 4/88
Rhode Island	100		X	X	X		4/87
South Carolina	100	X		X	X		10/87
South Dakota	(*)						
Tennessee	100		X		X	X	7/87
Texas	(*)						

TABLE D-4.—OBRA-86 COVERAGE OPTIONS FOR PREGNANT WOMEN AND CHILDREN AS OF JANUARY 1988—Continued

	Adopted/ percent poverty	Coverage to age		Dropped assets test	Continuous eligibility	Presumptive eligibility	Effective date
		1	2				
Utah	100	...	X	X	X	X	[3] 7/88
Vermont	100	...	X	...	...	...	10/87
Virginia	(*)	...	...	...	...	...	...
Washington	90	...	X	...	X	...	7/87
West Virginia	100	...	X	X	X	...	7/87
Wisconsin	...	...	...	...	...	X	...
Wyoming	...	...	...	...	...	...	...
Total	26	5	21	17	22	12	

*Legislature considering adoption.

[1] Covered to 100 percent of poverty under medically needy program.

[2] These states will increase their income thresholds to 100 percent of poverty during 1988.

[3] Projected Implementation Date.

Source: National Governors' Association, 1988.

TABLE D-5.—ANNUALIZED MEDICAID ELIGIBILITY THRESHOLDS—AFDC, MEDICALLY NEEDY, AS OF JULY 1987, OBRA-86 PREGNANT WOMEN, AS OF JANUARY 1988

State	AFDC family of 3	Percent of poverty ($9,300)	Medically needy family of 3	Percent of poverty ($9,300)	OBRA-86 pregnant women family of 3	Percent of poverty ($9,300)
Alabama	$1,416	15.2	...	...	...	...
Alaska	8,988	77.3	...	...	...	...
Arizona	3,516	37.8	...	...	$9,300	100
Arkansas	2,424	26.1	3,300	35.5	6,975	75
California	7,596	81.7	10,200	109.7	10,200	109.7
Colorado	5,052	54.3	...	...	...	...
Connecticut	6,168	66.3	7,500	80.6	9,300	100
Delaware	3,720	40.0	...	...	9,300	100
District of Columbia	4,368	47.0	5,820	62.6	9,300	100
Florida	3,168	34.1	4,308	46.3	9,300	100
Georgia	3,156	33.9	4,200	45.2	...	...
Hawaii	5,892	55.1	5,892	55.1	...	...
Idaho	3,648	39.2	...	...	...	...
Illinois	4,104	44.1	5,496	59.1	...	...
Indiana	3,456	37.2	...	...	...	...
Iowa	4,572	49.2	6,096	65.5	...	...
Kansas	4,596	49.4	5,580	60.0	...	...
Kentucky	2,364	25.4	3,204	34.5	9,300	100
Louisiana	2,280	24.5	3,096	33.3	...	...

TABLE D-5.—ANNUALIZED MEDICAID ELIGIBILITY THRESHOLDS—AFDC, MEDICALLY NEEDY, AS OF JULY 1987, OBRA-86 PREGNANT WOMEN, AS OF JANUARY 1988—Continued

State	AFDC family of 3	Percent of poverty ($9,300)	Medically needy family of 3	Percent of poverty ($9,300)	OBRA-86 pregnant women family of 3	Percent of poverty ($9,300)
Maine	6,696	72.0	6,492	69.8		
Maryland	4,308	46.3	5,004	53.8	9,300	100
Massachusetts	6,600	71.0	8,796	94.6	9,300	100
Michigan	6,480	69.7	6,444	69.3	9,300	100
Minnesota	6,384	68.6	8,508	91.5	8,508	91.5
Mississippi	4,416	47.5			9,300	100
Missouri	3,384	36.4			9,300	100
Montana	4,308	46.3	4,848	52.1		
Nebraska	4,200	45.2	5,400	58.1		
Nevada	3,420	36.8				
New Hampshire	5,832	62.7	6,468	69.5		
New Jersey	5,088	54.7	6,792	73.0	9,300	100
New Mexico	3,168	34.1			9,300	100
New York	5,964	64.1	7,400	79.6		
North Carolina	3,108	33.4	4,200	45.2	9,300	100
North Dakota	4,452	47.9	5,220	56.1		
Ohio	3,708	39.9				
Oklahoma	3,720	40.0	5,004	53.8	9,300	100
Oregon	4,944	53.2	6,588	70.8	7,905	85
Pennsylvania	4,380	47.1	5,100	54.8		
Rhode Island	6,036	64.9	7,896	84.9	9,300	100
South Carolina	4,656	50.1			9,300	100
South Dakota	4,392	47.2				
Tennessee	4,236	45.5	2,604	28.0	9,300	100
Texas	2,208	23.7	3,204	34.5		
Utah	8,316	89.4	6,012	64.6	9,300	100
Vermont	7,236	77.8	7,404	79.6	9,300	100
Virginia	3,492	37.5	4,300	46.2		
Washington	5,904	63.5	6,804	73.2	8,370	90
West Virginia	2,988	32.1	3,480	37.4	9,300	100
Wisconsin	6,600	71.0	8,268	88.9		
Wyoming	4,320	46.5				
Average State	4,616	49.3	5,748	61.3	9,125	98.1

Source: State Medicaid Information Center, National Governors' Association July 1987.

There are no Federal requirements for specific amounts, duration and scope of services, but they generally must be the same for all categorically needy individuals. One exception to this rule provides that additional services relating to pregnancy (including prenatal, delivery and postpartum care) may be provided to pregnant women. Also, a State which chooses the optional categorically needy program for pregnant women who are above the AFDC income level but below the poverty line, must limit the services for those pregnant women to only services relating to pregnancy or conditions which may complicate pregnancy.

Additional services may be provided to the categorically needy at State option.

If a State chooses to cover medically needy groups, it must include prenatal care and delivery services for covered pregnant women, and must provide ambulatory services for covered children under 18 and for any individuals who are covered for institutional services. The services covered, and the amount, duration and scope of services, may vary among medically needy groups.

B. Maternal and Child Health Block Grant

In 1935, Congress authorized a program of formula grants to States to provide health services to mothers and children—title V of the Social Security Act, Maternal and Child Health (MCH), and Crippled Children's (CC) Services. Program funds were targeted primarily to mothers and children in rural or economically depressed areas. States were required to match a certain portion of the Federal allotment with their own funds.

The Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35) established a new Maternal and Child Health Services Block Grant under title V of the Social Security Act which consolidated a variety of statutory authorities for maternal and child health services under the Social Security and Public Health Service Acts. The new block replaced then-existing authorities for maternal and child health services and crippled children's services under title V, services for disabled children receiving supplemental security income under title XVI of the Social Security Act, and Public Health Service Act programs for lead-based paint poisoning prevention, genetic diseases, sudden infant death syndrome, hemophilia, and adolescent pregnancy. Under the block's matching requirements, States must spend 75 cents to receive a dollar. The authorization for the block was set at $373 million. The Secretary of HHS was authorized to set aside 15 percent of the block's appropriation in FY 1982 and between 10 and 15 percent of its appropriation in succeeding fiscal years for special projects of regional and national significance.

The Deficit Reduction Act of 1984 (P.L. 98-369) raised the authorization of the block grant to $478 million and changed the term "crippled children" to "children with special health care needs". The Omnibus Budget Reconciliation Act of 1986 (P.L. 99-509) increased the authorization to $553 million for FY 1987, $557 million for FY 1988 and $561 million in succeeding fiscal years. The law further required that a designated percentage of the newly authorized and appropriated amount was to be set aside for projects for screening of newborns for sickle cell anemia and other genetic disorders (7 percent in FY 1987; 8 percent in FY 1988; and 9 percent in FY 1989). Of remaining new amounts, one-third must be used for primary and special needs health care services and projects for children. For FY 1988 the block grant was funded at $527 million, and the President's budget for FY 1989 requested $561 million.

Table D-6 shows State allocations of the Federal funds provided under the block grant.

TABLE D-6.—MATERNAL AND CHILD HEALTH BLOCK GRANT STATE ALLOCATIONS, FISCAL YEARS 1987-89

State	1987 actual	1988 current estimate	1989 estimate
Alabama	$9,129,922	$9,726,041	$10,405,350
Alaska	875,934	911,066	950,223
Arizona	4,295,443	4,579,092	4,902,452
Arkansas	5,504,063	5,846,070	6,235,113
California	24,269,254	26,355,751	28,753,421
Colorado	5,920,974	6,129,378	6,359,772
Connecticut	3,811,153	4,016,622	4,249,038
Delaware	1,709,755	1,768,145	1,832,564
District of Columbia	6,670,571	6,766,670	6,862,668
Florida	12,347,293	13,291,304	14,372,540
Georgia	12,305,181	13,061,883	13,922,324
Hawaii	1,831,870	1,911,104	1,999,775
Idaho	2,669,913	2,767,905	2,876,534
Illinois	16,718,538	17,770,288	18,967,225
Indiana	9,719,493	10,145,333	10,622,289
Iowa	5,659,878	5,871,777	6,106,971
Kansas	3,802,731	3,966,411	4,149,565
Kentucky	9,134,133	9,645,437	10,224,706
Louisiana	9,883,730	10,562,267	11,336,816
Maine	2,960,487	3,073,686	3,199,493
Maryland	10,397,499	10,726,942	11,088,448
Massachusetts	9,513,143	9,944,098	10,427,622
Michigan	15,025,529	15,827,526	16,734,198
Minnesota	7,740,220	8,008,327	8,304,403
Mississippi	7,487,547	8,030,351	8,651,051
Missouri	9,980,588	10,420,285	10,912,904
Montana	1,966,639	2,038,234	2,117,558
Nebraska	3,427,932	3,549,230	3,683,374
Nevada	1,035,960	1,083,654	1,137,210
New Hampshire	1,743,445	1,798,268	1,858,393
New Jersey	9,201,513	9,811,285	10,506,509
New Mexico	2,998,388	3,199,066	3,427,945
New York	31,070,372	33,009,716	35,216,144
North Carolina	13,223,227	13,889,630	14,641,190

TABLE D-6.—MATERNAL AND CHILD HEALTH BLOCK GRANT STATE ALLOCATIONS, FISCAL YEARS 1987-89—Continued

State	1987 actual	1988 current estimate	1989 estimate
North Dakota	1,574,996	1,635,874	1,703,578
Ohio	17,661,851	18,558,668	19,570,432
Oklahoma	5,419,839	5,713,678	6,046,133
Oregon	4,901,859	5,094,950	5,309,933
Pennsylvania	19,788,517	20,744,001	21,819,427
Rhode Island	1,322,323	1,394,639	1,476,489
South Carolina	9,361,539	9,797,730	10,287,823
South Dakota	1,886,626	1,977,109	2,078,917
Tennessee	9,003,586	9,585,289	10,247,925
Texas	21,527,750	23,266,559	25,261,287
Utah	5,226,122	5,359,095	5,502,333
Vermont	1,511,828	1,557,573	1,607,593
Virginia	10,102,714	10,586,378	11,130,533
Washington	6,813,752	7,104,022	7,428,645
West Virginia	5,381,938	5,611,217	5,867,631
Wisconsin	9,180,457	9,497,364	9,847,250
Wyoming	1,057,016	1,082,909	1,110,698
American Samoa	379,010	399,854	423,452
Guam	585,359	617,552	653,997
Northern Marianas	357,954	377,640	399,926
Puerto Rico	12,204,112	12,875,285	13,635,119
Trust Territories:			
Marshalls	178,874	186,597	197,609
Micronesia	399,880	422,068	446,976
Palau	111,886	119,957	127,037
Virgin Islands	1,149,669	1,212,890	1,284,469
Undistributed	75,628,125	82,288,260	90,499,000
Total	496,750,000	526,570,000	561,000,000

C. Employment-Based Coverage

Just over 75 percent of employed "unmarried" women with dependent children are covered by health insurance, 61 percent as a result of their employment and 15 percent through some other source (for example, an individual policy or Medicaid). Low-wage women are much less likely to have employment-based insurance, however. For example, at hourly wages under $3.50, 21 percent are insured through an employer and 45 percent are uninsured, compared with 90 percent who have employment-based insurance and 6 percent who are uninsured at hourly wage rates of $8.00 or more.

While these estimates are consistent with other sources of information, they should be used with caution, because they are based on a sample of only 422 women.

TABLE D-7.—HEALTH INSURANCE OF EMPLOYED "UNMARRIED" WOMEN WITH DEPENDENT CHILDREN, BY WAGE RATE [1]

[In percent]

Hourly wage rate [2]	Covered by employment-based insurance	Covered by medicaid or other insurance [3]	Uninsured
All wage rates	61	15	24
Less than $3.50	21	34	45
$3.50 to $3.99	32	13	55
$4.00 to $4.99	58	18	24
$5.00 to $5.99	64	18	18
$6.00 to $7.99	76	8	16
$8.00 and over	90	4	6

[1] "Unmarried" women include those who never married, are divorced or separated, or are married but not living with their spouses.

[2] This table is limited to the 2.9 million workers who are paid by the hour. Another 1.8 million workers paid on some other basis—for example, by salary or commission—are omitted. The probability of their having employment-based health insurance coverage also rises with earnings.

[3] Medicaid is the source of coverage for essentially all of those earning less than $4.00 per hour. At higher wage rates, other private or public insurance is more important.

Source: Preliminary Congressional Budget Office tabulations of the March 1985 Current Population Survey (CPS). These estimates are subject to greater error than most CPA estimates because the wage rate questions are only asked of one-fourth of the sample.

PART V

FEDERAL TAX TREATMENT OF LOW INCOME FAMILIES WITH CHILDREN

A. Federal Tax Treatment of Poverty Level Families [1]

During the 1960's and 1970's, Congress sought to eliminate any Federal income tax liability for families whose income was below the poverty level. Several approaches were used in tax legislation enacted in 1969, 1975, 1976, 1977, and 1978 including increases in the personal exemption, the standard deduction (also termed the zero bracket amount), and the earned income tax credit. These provisions were intended to increase the level of income at which a family begins to pay Federal income tax (termed the tax threshold or entry point).

After 1980, however, these provisions had not kept pace with inflation, and as a result, prior to the Tax Reform Act of 1986, the income tax threshold had fallen below the poverty level. Table E-1 compares the poverty level and the Federal income tax threshold for a family of four for selected years between 1959 and 1986, and projects these amounts through 1990.

To virtually eliminate income tax burdens for families with incomes below the poverty line, the Tax Reform Act of 1986 substantially increased the standard deduction, the personal exemption, and the earned income credit, and indexed each for inflation. For example, the tax threshold for a family of four increased from $9,575 in 1986 to $13,288 in 1987, an increase of almost 40 percent. These changes are estimated to have removed six million poverty-level taxpayers from Federal income tax rolls.

The Tax Reform Act's increase in the personal exemption is the first statutory increase in the exemption since 1978. The personal exemption is the principal tax law provision that differentiates tax burden by family size (one exemption is allowed for the individual, the individual's spouse, and each dependent). Accordingly, the near doubling of the personal exemption (from $1,080 to $1,900 in 1987, $1,950 in 1988, and $2,000 in 1989) is especially favorable for low and moderate income families.

Table E-2 below shows the income tax thresholds and poverty level for different types of families in selected years from 1978 to 1987, and projections through 1990. As a result of the 1986 Act, in 1988 a married couple with two children will incur no positive income tax liability until income attains $15,116. This income exceeds the poverty level by 25 percent. In 1988, a family with income at the poverty level will receive a net income tax refund (through the earned income tax credit) of $646; this offsets 72 percent of the family's $911 payroll tax burden.

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[1] Sections A and B of Part V were prepared by the staff of the Joint Committee on Taxation.

TABLE E-1.—RELATIONSHIP BETWEEN INCOME TAX THRESHOLD AND POVERTY LEVEL FOR A FAMILY OF FOUR, 1959–1990

Year	Income tax threshold	Poverty level	Tax threshold as a percent of poverty level
1959	$2,667	$2,973	89.7
1960	2,667	3,022	88.3
1965	3,000	3,223	93.1
1966	3,000	3,317	90.4
1968	3,000	3,553	84.4
1969	3,000	3,743	80.2
1970	3,600	3,968	90.7
1971	3,750	4,137	90.6
1972	4,300	4,275	100.6
1973	4,300	4,540	94.7
1974	4,300	5,038	85.4
1975	6,692	5,500	121.7
1976	6,892	5,815	118.5
1977	7,533	6,191	121.7
1978	7,533	6,662	113.1
1979	8,626	7,412	116.4
1980	8,626	8,414	102.5
1981	8,634	9,287	93.0
1982	8,727	9,862	88.5
1983	8,783	10,178	86.3
1984	8,783	10,610	82.8
1986	9,575	11,203	85.5
1987 [1]	13,288	11,612	114.4
1988 [1]	15,116	12,131	124.6
1989 [1]	15,679	12,728	123.2
1990 [1]	16,332	13,312	122.7

[1] Estimated.

Note.—Tax thresholds assume full use of the earned income credit. They are based on the schedule for a married nonelderly couple filing jointly.

Source: Joint Committee on Taxation.

TABLE E-2.—TAX THRESHOLDS, POVERTY LEVELS, AND FEDERAL TAX AMOUNTS FOR DIFFERENT FAMILY SIZES WITH EARNINGS EQUAL TO THE POVERTY LEVEL, 1978–90

	Family size					
	1	2	3	4	5	6
Poverty level:						
1978	$3,311	$4,249	$5,201	$6,662	$7,880	$8,891
1982	4,900	6,280	7,690	9,862	11,680	13,210
1983	5,061	6,483	7,938	10,178	12,049	13,630
1984	5,277	6,759	8,276	10,610	12,562	14,211
1986	5,572	7,138	8,737	11,203	13,259	14,986
1987	5,776	7,399	9,056	11,612	13,744	15,534
1988 [3]	6,034	7,729	9,461	12,131	14,358	16,228
1989 [3]	6,331	8,110	9,927	12,728	15,064	17,026
1990 [3]	6,621	8,482	10,382	13,312	15,755	17,807
Income tax threshold: [1]						
1978	3,200	5,200	6,930	7,533	8,183	9,167
1982	3,300	5,400	8,237	8,727	9,216	9,706
1983–84	3,300	5,400	8,315	8,783	9,251	9,719
1986	3,560	5,830	9,063	9,575	10,086	10,598
1987	4,440	7,560	12,192	13,288	14,283	15,278
1988 [3]	4,950	8,900	13,946	15,116	16,286	17,456
1989 [3]	5,100	9,200	14,479	15,679	16,879	18,079
1990 [3]	5,300	9,550	15,102	16,332	17,562	18,792
Income tax at poverty level: [1]						
1978	16	0	−280	−134	−12	0
1982	202	106	−134	285	417	491
1983	209	118	−89	319	432	509
1984	226	149	−9	364	478	569
1986	230	144	−76	363	480	564
1987	147	0	−635	−352	−113	54
1988 [3]	163	0	−875	−646	−423	−236
1989 [3]	185	0	−913	−667	−433	−237
1990 [3]	198	0	−958	−704	−452	−246
Payroll tax at poverty level: [2]						
1978	200	257	315	403	477	538
1982	328	421	515	661	783	885
1983	339	435	532	682	808	913
1984	354	453	555	711	842	953
1986	398	510	625	801	948	1,071
1987	413	529	648	830	983	1,111
1988 [3]	453	580	711	911	1,078	1,219
1989 [3]	475	609	745	956	1,131	1,279
1990 [3]	506	649	794	1,018	1,205	1,362
Combined income and payroll tax at poverty level:						
1978	216	257	35	269	465	538
1982	530	527	381	946	1,200	1,376

TABLE E-2.—TAX THRESHOLDS, POVERTY LEVELS, AND FEDERAL TAX AMOUNTS FOR DIFFERENT FAMILY SIZES WITH EARNINGS EQUAL TO THE POVERTY LEVEL, 1978-90—Continued

	Family size					
	1	2	3	4	5	6
1983	546	554	443	1,001	1,240	1,422
1984	580	602	546	1,075	1,320	1,521
1986	628	654	549	1,164	1,428	1,635
1987	560	529	12	479	869	1,164
1988 [3]	616	580	−164	265	655	982
1989 [3]	660	609	−167	289	698	1,042
1990 [3]	705	649	−163	314	753	1,116
Combined tax as percent of income at poverty level:						
1978	6.5	6.1	0.7	4.0	5.9	6.1
1982	10.8	8.4	5.0	9.6	10.3	10.4
1983	10.8	8.6	5.6	9.8	10.3	10.4
1984	11.0	8.9	6.5	10.1	10.5	10.7
1986	11.3	9.2	6.3	10.4	10.8	10.9
1987	9.7	7.2	.1	4.1	6.3	7.5
1988 [3]	10.2	7.5	−1.7	2.2	4.6	6.1
1989 [3]	10.4	7.5	−1.7	2.3	4.6	6.1
1990 [3]	10.6	7.7	−1.6	2.4	4.8	6.3

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[1] The table reflects assumptions that all family income consists of wages or salaries, that families of two or more include a married couple (rather than an unmarried head of household with one or more dependents), that all family members are under age 65, and that families of three or more persons are eligible for the earned income credit. For families of three or more, the effect of the earned income credit is included. Negative figures in the table reflect refundability of earned income credit.

[2] Effective payroll tax calculated as 6.7 percent for 1984 because in this year employees are allowed a payroll tax credit equal to 0.3 percent of taxable wages.

[3] Estimated.

Source: Joint Committee on Taxation.

Under the Act, all tax thresholds are higher than the estimated poverty level for 1988 except for single individuals. More than two-thirds of all single individuals with annual income less than $10,000 are under 25 and thus are likely to be receiving significant support from other family members that is not reflected on the tax return. In addition, the majority of single individuals between ages 25 and 64 live with other individuals, and thus share household costs. Accordingly, within the existing framework of defining tax liability, Congress believed that the poverty line is not an accurate guide to the true economic circumstances of the majority of those who file tax returns as unmarried individuals. Moreover, an increase in the standard deduction for unmarried taxpayers would exacerbate the marriage penalty.

B. Earned Income Tax Credit

Legislative history

The earned income tax credit ("EITC") was developed in 1972 by the Committee on Finance as part of a guaranteed employment program that would have replaced existing welfare programs. The credit was called a "work bonus" in 1972, because, unlike programs in which going to work means a reduction in benefits, the work bonus increased with earned income, up to a phaseout range.

Although the committee's 1972 proposals were not adopted, the earned income tax credit was enacted in 1975. The EITC was designed to target tax relief to working low-income taxpayers with children, provide relief from the social security payroll tax for these taxpayers and, like the work bonus proposal, improve incentives to work.

As originally enacted, the credit equaled 10 percent of the first $4,000 of earned income (i.e., a maximum credit of $400). The credit began to be phased out for adjusted gross income ("AGI") (or, if greater, earned income) above $4,000, and was entirely phased out for taxpayers with AGI of $8,000. For 1979 through 1984, the maximum credit was increased to $500 (10 percent of the first $5,000 of earned income). Also, the income level at which the phaseout began was raised to $6,000, with a complete phaseout not occurring until an income level of $10,000. For 1985 and 1986, the credit was increased to 11 percent of the first $5,000 of earned income. The maximum credit of $550 was reduced for income in excess of $6,000, and was completely phased out for income equal to or in excess of $11,000. Prior to 1987, the dollar amount of the earned income credit was not indexed for inflation.

Under the Tax Reform Act of 1986, the credit was increased to 14 percent of the first $5,714 of earned income, beginning in 1987. The maximum amount of the credit ($800) is reduced by 10 cents for each dollar of AGI (or, if greater, earned income) in excess of $6,500 ($9,000 after 1987), and the credit is completely phased out at an income of $13,500 ($17,000 after 1987). These amounts are before adjustment for inflation occurring after fiscal year 1984 (see discussion below).

Description of the EITC

Eligibility.—The earned income credit is available to married individuals filing joint returns who are entitled to a dependency exemption for a child; surviving spouses (who, by definition, must maintain a household for a dependent child); and unmarried heads of households who maintain a household for a child. A dependency exemption generally is available only if the taxpayer provides more than half of the total support of the child, and a taxpayer is considered to maintain a household only if more than half of the household expenses are furnished by that individual. For this purpose, benefits under the AFDC program (Aid to Families with Dependent Children) are not considered as support provided or furnished by the taxpayer. Thus, if more than half of an individual's or couple's income is from AFDC or another source other than their own income or resources, the earned income credit generally is not available.

Benefits.—The earned income tax credit schedule for 1987-1989 is shown in Table E-3, below. Beginning in 1987, the credit equals 14 percent of the first $5,714 of earnings, including net earnings from self-employment plus an adjustment for inflation ($6,240 after inflation adjustment in 1988).[2] The size of the credit is unrelated to the number of dependents (in excess of one). After 1987, for each dollar of adjusted gross income (or, if higher, earned income) above $9,000 ($9,840 after inflation adjustment in 1988), the maximum credit ($874 in 1988) is reduced by 10 cents.

Unlike most tax credits, the earned income credit is refundable; i.e., if the amount of the credit exceeds the taxpayer's Federal income tax liability, the excess is payable to the taxpayer. Also, under an advance payment system, eligible taxpayers may elect to receive the benefit of the credit in their paychecks, rather than waiting to claim a refund on their return filed by April 15 of the following year.

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[2] Under the Tax Reform Act of 1986, the income base eligible for the credit and the phaseout starting point are adjusted for inflation occurring after August 31, 1984. Thus, for example, the maximum amount of earned income eligible for the credit beginning in 1987 equals $5,714 as adjusted for inflation between August 31, 1984 and August 31, 1986. Any inflation adjustment relating to the credit that is not a multiple of $10 is rounded to the nearest multiple of $10.

TABLE E-3.—EARNED INCOME TAX CREDIT SCHEDULE, 1987-89

Adjusted gross income [1]	Earned income tax credit		
	1987	1988	1989 [2]
$1,000	$142	$142	$142
2,000	282	282	282
3,000	422	422	422
4,000	562	562	562
5,000	702	702	702
6,000	842	842	842
6,080	[3] 851	853	853
6,240	851	[3] 874	877
6,520	851	874	[3] 913
7,000	842	874	913
8,000	742	874	913
9,000	642	874	913
10,000	542	856	913
11,000	442	756	839
12,000	342	656	739
13,000	242	556	639
14,000	142	456	539
15,000	42	356	439
15,432	[4] 0	313	395
16,000	0	256	339
17,000	0	156	239

TABLE E-3.—EARNED INCOME TAX CREDIT SCHEDULE, 1987-89—Continued

Adjusted gross income [1]	Earned income tax credit		
	1987	1988	1989 [2]
18,000	0	56	139
18,576	0	[4] 0	80
19,000	0	0	39
19,398	0	0	[4] 0

[1] Adjusted gross income is assumed equal to earned income (i.e., wages, salaries, tips, nontaxable compensation, and self-employment income).

[2] Estimated based on the consumer price index forecast of the Congressional Budget Office.

[3] Maximum earned income credit.

[4] Earned income credit fully phased out.

Source: Joint Committee on Taxation.

Interaction with AFDC and food stamps.—The treatment of the earned income tax credit for purposes of AFDC and food stamp benefit computations has varied since inception of the credit. When enacted in 1975, the credit was not considered income in determining AFDC and food stamp benefits, and the credit could not be received on an advance basis. From January 1979 through September 1981, the credit was treated as earned income (for purposes of determining the phase-out of the credit) when actually received. Receipt of the credit on an advance basis was authorized in July 1979.

From October 1981 to September 1984, the amount of the credit was treated as earned income and was imputed to the family even though it may not have been received as an advance payment. Pursuant to the Deficit Reduction Act of 1984, the credit is treated as earned income only when it is received, either as an advance payment or as a refund after conclusion of the year.

Under Federal rules, a State generally has the option of treating a tax refund as either unearned income in the month of receipt, or as a resource. However, the amount of earned income credit embodied within a tax refund is treated as earned income in the month the refund is received. If the refund is treated as unearned income, it reduces the amount of the AFDC benefit on a dollar-for-dollar basis.

Food stamp rules do not have a similar requirement. In determining the food stamp benefit, the credit is counted as earned income for the month of receipt, if received on an advance basis, or as an asset, if received in a lump sum at the end of the year.

Effect of provision

Table E-4 shows the total amount of earned income credits received for each of the calendar years since the inception of the program, the number of recipient families, the amount of the credits received as Treasury payments, and the average amount of the credit received per family.

For calendar year 1986, earned income tax credits totaled $2.0 billion, of which about $1.5 billion represented Treasury payments in excess of current year tax liability and $0.5 billion was offset against the individual's tax liability. Some 6.3 million families received the credit, which averaged $321 per family. Of total recipients, over 4.6 million received a portion of the earned income tax credit in the form of a Treasury payment (rather than a reduction in tax liability). Only approximately 10,000 families received advance payments, totaling about $2.2 million in 1986.

Table E-5 shows the projected 1989 distribution of the earned income credit, by income class.

TABLE E-4.—TOTAL AMOUNT OF EARNED INCOME TAX CREDIT, NUMBER OF FAMILIES RECEIVING CREDIT, AND BUDGET OUTLAYS, 1975-90

Calendar Year to which credit applies	Total amount of credit (millions)	Number of families who received credit (thousands)	"Refunded" portion of credit [1] (millions)	Average credit per family
1975	$1,250	6,215	$900	$201
1976	1,295	6,473	890	200
1977	1,127	5,627	880	200
1978	1,048	5,192	801	202
1979	2,052	7,135	1,395	288
1980	1,986	6,954	1,370	286
1981	1,912	6,717	1,278	285
1982	1,775	6,395	1,222	278
1983	1,786	6,250	1,287	286
1984	1,636	6,376	1,162	257
1985	2,096	6,515	1,506	322
1986 [2]	2,016	6,287	1,488	321
1987 [3]	4,067	8,123	3,341	501
1988 [3]	6,145	11,594	4,881	530
1989 [3]	6,725	12,141	5,379	554
1990 [3]	7,457	13,797	5,915	540

[1] This is the portion of the credit that exceeds tax liability, and it is treated as a budget outlay. The rest of the credit is classified as a "tax expenditure." All these credits were paid in the following year until 1979, when advance payments of the credit were permitted by addition to the worker's paycheck.

[2] Preliminary.

[3] Projection.

Source: Joint Committee on Taxation.

TABLE E-5.—PROJECTED 1989 DISTRIBUTION OF EARNED INCOME TAX CREDIT BY INCOME CLASS, 1989 INCOME LEVELS

[Returns in thousands, dollar amounts in millions]

Income Class [1]	Two-parent households		One-parent households	
	Returns	Amount	Returns	Amount
0 to $10,000	874	$655	1,996	$1,427
$10,000 to $20,000	4,044	1,909	3,677	2,177
$20,000 to $30,000	1,030	321	292	134
$30,000 to $40,000	141	57	36	18

TABLE E-5.—PROJECTED 1989 DISTRIBUTION OF EARNED INCOME TAX CREDIT BY INCOME CLASS, 1989 INCOME LEVELS—Continued

[Returns in thousands, dollar amounts in millions]

Income Class [1]	Two-parent households		One-parent households	
	Returns	Amount	Returns	Amount
$40,000 to $50,000	38	18	5	3
$50,000 to $75,000	7	5		
$75,000 to $100,000				
$100,000 to $200,000				
$200,000 and over				
Total	6,135	2,965	6,006	3,760

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[1] The income concept used to place tax returns into income classes is adjusted gross income plus (1) tax-exempt interest, (2) employer contributions for health plans and life insurance, (3) inside build-up on life insurance, (4) workers' compensation, (5) nontaxable social security benefits, (6) deductible contributions to individual retirement accounts, (7) the minimum tax preferences, and (8) net losses, in excess of minimum tax preferences, from passive business activities.

Source: Joint Committee on Taxation.

PART VI

SOCIAL SERVICES—TITLE XX OF THE SOCIAL SECURITY ACT

In addition to cash benefit programs and medical assistance, the Social Security Act includes provisions in title XX which make Federal funding available for social services. In previous years, title XX legislation authorized matching funds for State social services programs on an entitlement basis. The Federal matching rate was generally 75 percent. In the Omnibus Budget Reconciliation Act of 1981, a new social services block grant program was created to replace the prior Federal-State matching program. A number of requirements on the States, including the requirement of a 25 percent non-Federal match, have been removed, and funding levels have been reduced. The program remains an appropriated entitlement, with each State eligible to receive its share of a national total of $2.4 billion in fiscal year 1982, $2.675 billion in fiscal year 1983 (with $225 million of this amount available for use in either 1983 or 1984), and $2.7 billion in fiscal year 1984 and years thereafter. (The Gramm-Rudman-Hollings sequestration process reduced the funding available in fiscal year 1986 to $2.584 billion.) The Omnibus Reconciliation Act of 1987 (P.L. 100-203) provided an additional $50 million for fiscal year 1988 for a total of $2.75 billion for that year. (The additional $50 million for 1988 has not yet been appropriated.)

ELIGIBILITY

Eligibility for services funded by title XX is determined by the States. Services may be provided to individuals and families. Federal law sets no income eligibility requirements and no fee requirements.

SERVICES

Benefits are in the form of services aimed at the following five goals: achieving or maintaining economic self-support to prevent, reduce or eliminate dependency; achieving or maintaining self-sufficiency, including reduction or prevention of dependency; preventing or remedying neglect, abuse, or exploitation of children and adults unable to protect their own interests, or preserving, rehabilitating or reuniting families; preventing or reducing inappropriate institutional care by providing for community-based care, home-based care, or other forms of less intensive care; and securing referal or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions.

States are free to determine which services they wish to provide in meeting one or all of those goals. Table F-1 shows the number of States offering particular kinds of services in fiscal years 1982-

1987. Recent national data are not available as to the distribution of title XX funds among different types of services. In 1981, about 28 percent of program funds were used for child day care or for education, training, and employment services.

FINANCING

Federal funds may be used for services, administration and training, with no requirement for State matching. Each State is entitled to receive its share of the national total, based on State population. The territories are entitled to receive allotments for each year which are proportionate to their share of $2.9 billion in funding in 1981. (See Table F-2 for State-by-State allocation of funds for fiscal years 1987-1989.)

ADMINISTRATION

At the Federal level, the program is administered by the Office of Human Development Services in the Department of Health and Human Services. States may select their own administering agency. States are required, prior to expenditure of Federal payments in any fiscal year, to report on the intended use of the payments the State is to receive, including information on the types of activities to be supported and the categories or characteristics of individuals to be served. At least every 2 years States must publish and make available reports which describe how the funds have been expended. Independent audits of State expenditures are required annually unless State law requires a biennial audit.

CHARACTERISTICS OF RECIPIENTS

Data are not available to indicate the characteristics of recipients receiving funds under the block grant. In fiscal year 1980, 27 percent of primary recipients were AFDC recipients, and 12 percent were SSI recipients. An additional 40 percent met other income criteria, and 21 percent received services without regard to income limitations.

TABLE F-1.—COMPARISON OF THE NUMBER OF STATES [1] OFFERING SELECTED SERVICES FOR FISCAL YEARS 1982-87

Services	Fiscal years—					
	1982	1983	1984	1985	1986	1987
Adoption	43	36	38	37	39	34
Case management [2]						34
Counseling	48	30	28	32	38	33
Day care—adult	41	37	29	26	31	24
Day care—children	54	50	50	52	52	48
Disabled services	24	36	36	39	41	31
Employment, education and training services	40	28	31	31	43	40
Family planning	47	35	31	33	30	31

TABLE F-1.—COMPARISON OF THE NUMBER OF STATES [1] OFFERING SELECTED SERVICES FOR FISCAL YEARS 1982-87—Continued

Services	Fiscal years—					
	1982	1983	1984	1985	1986	1987
Foster care—adult	18	25	20	16	19	15
Foster care—children	36	34	34	33	31	30
Health-related services	37	26	23	27	36	26
Home based services [3]	54	51	51	55	55	49
Home delivered meals	28	23	24	24	28	20
Housing services	22	14	12	13	18	9
Information and referral	52	36	34	37	34	25
Legal services	20	17	16	18	17	14
Placement services	27	18	13	19	20	19
Prevention/ intervention [4]		11	28	26	35	31
Protective/ emergency—adult	48	44	45	42	46	40
Protective/ emergency— children	52	52	47	46	54	46
Residential care/ treatment	23	19	26	24	29	25
Services for unmarried parents	15	10	10	12	10	10
Special services for children and youth		19	24	22	28	10
Special services for blind [2]						7
Special services for juvenile delinquents [2]						19
Social support services [5]		2	30	30	25	27
Substance abuse services	14	7	14	14	13	12
Transportation	36	25	25	29	33	27
Other [6]		5	27	35	36	7

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[1] Includes 50 States, the District of Columbia, and the 4 eligible Insular areas.

[2] Service which has never been singled out by DHHS before.

[3] Home based services include: homemaker, chore, home health, companionship, and home maintenance.

[4] Prevention/Intervention Services include: investigation/assessment, family centered early intervention, home evaluation and supervision, preventive and restorative.

[5] Social Support Services include: socialization, recreation, camping, physical activity, living skills, money management, day treatment, family development, social adjustment, community living services, family management, life skills education, personal and financial management.

[6] Other services include: services to jail inmates or status offenders, social services in correctional facilities, parole supervision, diagnostic and re-entry services to ex-offenders, work release, group home care, and services to Hispanics.

Source: U.S. Department of Health and Human Services—Fiscal Year 1986 Preexpenditure Reports.

TABLE F-2.—TITLE XX SOCIAL SERVICES BLOCK GRANT ALLOCATION BY STATE

	Fiscal year—		
	1987 actual	1988 estimate [1]	1989 estimate
Alabama	$45,364	$46,060	$45,145
Alaska	5,661	5,968	5,948
Arizona	34,711	36,507	36,535
Arkansas	26,707	27,022	26,421
California	291,306	302,009	300,531
Colorado	36,050	37,011	36.390
Connecticut	35,859	36,358	35,521
Delaware	6,969	7,125	7,051
District of Columbia	7,068	7,171	6,973
Florida	124,791	130,196	130,043
Georgia	66,363	68,454	67,990
Hawaii	11,813	12,073	11,829
Idaho	11,381	11,512	11,172
Illinois	130,873	132,132	128,685
Indiana	62,215	62,990	61,296
Iowa	33,085	33,036	31,756
Kansas	27,720	28,064	27,412
Kentucky	42,183	42,681	41,525
Louisiana	50,730	51,329	50,135
Maine	13,082	13,334	13,077
Maryland	49,446	50,310	49,712
Massachusetts	65,914	66,690	64,960
Michigan	102,878	104,102	101,863
Minnesota	47,319	48,030	46,938
Mississippi	29,538	29,932	29,239
Missouri	56,938	57,607	56,428
Montana	9,325	9,462	9,123
Nebraska	18,174	18,397	17,800
Nevada	10,310	10,722	10,727
New Hampshire	11,108	11,432	11,439
New Jersey	85,042	86,622	84,876
New Mexico	16,190	16,610	16,474
New York	201,636	203,703	197,956
North Carolina	70,092	71,650	70,519
North Dakota	7,799	7,847	7,563

TABLE F-2.—TITLE XX SOCIAL SERVICES BLOCK GRANT ALLOCATION BY STATE—Continued

	Fiscal year—		
	1987 actual	1988 estimate [1]	1989 estimate
Ohio	122,244	123,072	119,762
Oklahoma	37,496	37,813	36,813
Oregon	30,402	30,779	30,052
Pennsylvania	135,307	135,775	132,427
Rhode Island	10,937	11,088	10,860
South Carolina	37,347	38,340	37,604
South Dakota	8,027	8,110	7,886
Tennessee	53,612	54,548	53,499
Texas	180,965	187,517	185,815
Utah	18,782	18,543	18,546
Vermont	6,026	6,128	6,026
Virginia	64,025	65,362	64,459
Washington	49,446	50,505	49,712
West Virginia	22,088	22,177	21,375
Wisconsin	54,187	54,697	53,298
Wyoming	5,783	5,831	5,647
American Samoa	0	0	176
Guam	1,180	474	466
North Mariana Islands	424	95	93
Puerto Rico	13,966	14,224	13,966
Trust Territory (excluding NMI)	0	0	0
Virgin Islands	466	474	466
Indian tribe set aside	0	0	0
Undistributed	0	0	0
Total	2,698,350	2,750,000	2,700,000

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[1] P.L. 100-203 raised the entitlement cap by $50 million to $2.750 billion for FY 1988. The additional $50 million has not yet been appropriated.

Source: Department of Health and Human Services.

PART VII

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS

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COMPARISON OF SELECTED WELFARE REFORM PROPOSALS

Present law	S. 1511 (Senator Moynihan)
I. CHILD SUPPORT ENFORCEMENT A. Paternity Establishment	
Federal matching for all child support enforcement costs—70% in FY87, 68% in FY88 and 89, and 66% thereafter. States are required to provide paternity establishment services.	Provides enhanced Federal match (90%) for laboratory testing costs. Requires States to meet paternity establishment performance standards.
States receive basic incentive payments of 6% of collections on behalf of AFDC families, and 6% on behalf of non-AFDC families. Incentive payments may reach 10%, depending on the State's ratio of costs to collections.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1001 (Senator Bradley)	H.R. 1720 (as passed by the House)
Provides enhanced Federal match for State (90%) and local (75%) units dedicated to paternity establishment functions. Requires States to meet paternity establishment performance standards.	States must: meet paternity establishment performance standards; use blood tests with 95% probability as a rebuttal presumption; and require all parties in a contested paternity case to submit to genetic tests upon request of any party.
In determining a State's incentive payments, excludes costs of making paternity determinations from administrative costs.	In determining a State's incentive payments, imputes $100/month up to 12 months for cases in which paternity is established but child support of $100 per month is not collected.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
B. Guidelines/Review of Awards	
States must establish guidelines for setting award amounts; the guidelines are not binding on judges and other officials who determine awards.	Makes guidelines binding on judges and other officials unless there is good cause.
	All child support awards in effect in the State established under the guidelines must be reviewed every 2 years. Old awards not established under the guidelines must be reviewed if (1) either parent requests review, and (2) the State determines the award should be reviewed.
	The requirement for review of individual awards is effective 30 months after enactment.
	Authorizes demonstration projects to test and evaluate model procedures for reviewing awards.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1001 (Senator Bradley)	H.R. 1720 (as passed by the House)
Makes guidelines binding on judges and other officials unless there is good cause.	Requires judges and other officials to use guidelines as a rebuttable presumption.
Child support awards with respect to a child receiving AFDC must be reviewed every 3 years. All others must be reviewed if (1) either parent requests review, and (2) the State determines the award should be reviewed.	Child support awards being enforced by the IV–D agency must be reviewed every 2 years.
The requirement for review of individual awards is effective 2 years after enactment.	Effective the first calendar quarter beginning one year after enactment.
Authorizes demonstration projects to test and evaluate model procedures for reviewing awards.	

S. 869 (Senator Dole)	
Requires judges and other officials to use guidelines as a rebuttable presumption.	
All child support awards issued or modified in the State must be reviewed every 2 years.	
Effective October 1, 1987.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
C. Wage Withholding	
Requires wage withholding if there is one month's arrearage in payments with respect to families receiving Federally-aided child support services (IV–D cases). Two States—Texas and Wisconsin—have recently enacted legislation calling for immediate wage withholding (without waiting for an arrearage) in new orders (with specified exceptions). Wisconsin also uses immediate wage withholding in orders that are brought up for modification.	Requires immediate wage withholding (without waiting for an arrearage) with respect to all new or modified orders in the State unless (1) the State finds good cause, or (2) both parents agree to an alternative arrangement. Immediate wage withholding applies to old orders if either parent requests it and the State determines (under its own procedures and standards) that it is appropriate to grant the request.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1001 (Senator Bradley)	H.R. 1720 (as passed by the House)
Requires immediate wage withholding (without waiting for an arrearage) with respect to all new orders in the State, unless (1) both parents agree to an alternative arrangement, or (2) one parent demonstrates good cause for an alternative arrangement.	Requires immediate wage withholding (without waiting for an arrearage) with respect to all orders which have been issued or modified in the State and are being enforced by the IV–D agency unless (1) the court finds good cause, or (2) both parties agree to an alternative arrangement.

S. 869 (Senator Dole)	
Requires immediate wage withholding (without waiting for an arrearage) with respect to all new or modified orders in the State that are being enforced by the IV–D agency.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
D. Commission on Interstate Enforcement	
	Establishes a Commission on Interstate Child Support. Recommendations to improve interstate enforcement and revise the Uniform Reciprocal Enforcement of Support Act must be submitted by October 1, 1989.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1001 (Senator Bradley)	H.R. 1720 (as passed by the House)
Establishes a Commission on Interstate Child Support. Recommendations to improve interstate enforcement and revise the Uniform Reciprocal Enforcement of Support Act must be submitted by October 1, 1989.	Establishes a commission to study the problems of interstate enforcement and to develop a new model interstate law. A report must be submitted within 1 year after enactment.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
E. Automatic Tracking and Monitoring System	
90% Federal matching (open-ended entitlement) is available to States that elect to establish a state-wide automatic data processing and information retrieval system that meets specified requirements. Matching at the regular rate (70% in FY87) is available for systems that do not meet Federal requirements for 90% matching.	Requires each State to have an approved statewide system that meets Federal requirements for 90% matching by no later than October, 1999. Allows the Secretary to waive the requirement if a State demonstrates that it has an alternative system that enables the State to be in substantial compliance with Federal child support program requirements.
F. Use of Social Security Number	
	A State must require each parent to furnish his or her Social Security number upon birth of a child unless the State finds good cause. Numbers need not be recorded on the birth certificate. Numbers must be available to child support agencies.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1001 (Senator Bradley)	H.R. 1720 (as passed by the House)
Requires each State to have an approved statewide system that meets Federal requirements for 90% matching by no later than 5 years after enactment.	Requires each State to have an approved statewide system that meets Federal requirements for 90% matching by no later than October, 1992.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
G. Visitation/Custody Issues	
	Authorizes $5 million for each of 2 years to fund demonstration projects to develop, improve, or expand activities designed to increase compliance with child access provisions of court orders.
H. Employment and Training for Non-custodial Parents	
Section 1115 of the Social Security Act authorizes $4 million annually to pay costs of AFDC, child support, and Medicaid demonstration projects.	No new demonstration authority, but States may allow or require absent fathers to participate in the new JOBS program.
I. Requirements for Prompt Response	
Requires the Secretary to establish standards to assure program effectiveness.	Requires the Secretary to establish standards specifying time limits in which a State must respond to requests for services. The Secretary must consult with an advisory committee.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1001 (Senator Bradley)	H.R. 1720 (as passed by the House)
	Authorizes $5 million a year to fund demonstration projects to identify problems in connection with visitation and to address problems involving child custody.
	Allows Sec. 1115 funds to be used for projects that enourage non-custodial parents to participate in employment and training programs.
	Similar to S. 1511, but no requirement for advisory committee.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
J. INTERNET System	
Child support agencies have access to wage information contained in the records of the Social Security Administration and State employment security agencies.	Gives the Secretary of HHS prompt access to wage and unemployment compensation information maintained by the Department of Labor and State employment security agencies (the INTERNET system).

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1001 (Senator Bradley)	H.R. 1720 (as passed by the House)
Gives the Secretary of HHS prompt access to wage and unemployment compensation information maintained by the Department of Labor and State employment security agencies (the INTERNET system).	Gives the Federal Parent Locator Service and State child support agencies information in the cross-match system used by the Secretary of Labor in determining eligibility for unemployment compensation and accessed by INTERNET.

S. 869 (Senator Dole)	
Gives the Federal Parent Locator Service and State child support agencies access to all employment security information held by any Federal or interstate telecommunications network (the INTERNET system).	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
II. EDUCATION, EMPLOYMENT, AND TRAINING	
A. Program Activities	
States must have a WIN or WIN demonstration program, under which a variety of activities are authorized. In addition, States may have Community Work Experience (CWEP), Work Supplementation (grant diversion), and job search programs.	Repeals WIN. States must have a JOBS program under which they are authorized to provide a variety of education, employment, and training activities of their own choosing.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Retains and revises WIN. Authorizes States to provide a variety of education, employment and training activities of their own choosing. States may also operate a WIN demonstration program.	Repeals WIN. Each State must have a NETwork program under which it must offer a variety of activities, specifically including high school, remedial education, bilingual education, specialized advanced education and others. CWEP, job search, and work supplementation are optional.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
B. Who Must Participate?	
Generally, able-bodied adults and older children not in school (applicants and recipients) may be required to participate. A parent providing care for a child under age 6 is exempt from the participation requirement (or under age 3 at State option for participants in CWEP).	Substantially the same as present law, except generally limits the participation requirement to recipients, and provides that a parent caring for a child under age 3 (or, at State option, under 3 but not less than 1) is exempt from the participation requirement. If the child is under 6, required participation is limited to part time (24 hours/week). (See Child Care, item II. I.)

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Substantially the same as present law, except provides that a parent caring for a child under 6 months of age is exempt from the participation requirement. (See Child Care, item II. I.)	Similar to present law, except generally limits the participation requirement to recipients, and provides that a parent of a child under age 3 (or, at State option, under 3 but not less than 1) is exempt from participation. If the child is under 6, required participation is limited to part time (20 hours/week).
	If the State requires participation by a parent of a child under 3, the State must demonstrate that (1) appropriate infant care can be guaranteed for no more than $200 a month, (2) participation is part time, and (3) it will emphasize, as a first priority, education and training, including parenting and nutrition education. (See Child Care, item II. I.)
	States must encourage children in participating families to take part in any suitable education and training programs available under the program, and must provide services designed to help them stay in school.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
	A State must require a parent under age 22 who has not completed high school to attend school regardless of the age of the child. Alternative work or training activities may be provided in appropriate cases. Required attendance is limited to 24 hours/week.
Volunteers may participate.	Volunteers may participate.
	Applicants for cash assistance may be required to participate in job search, and may volunteer to participate in other activities.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
A parent or older child who is required to participate and has not completed high school may be required to attend school in lieu of participating in employment and training. A State may exempt individuals from participation for a period of 6 months after application.	A participant lacking a high school diploma, before being required to participate in any other activity, must be required to participate in an education program, unless the individual demonstrates a basic literacy level and the family support plan identifies a long-term employment goal that does not require a high school diploma.
	Volunteers may participate.
	Applicants for cash assistance may be required to participate in job search, and may not volunteer to participate in other activities.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
C. Priority/Target Population	
WIN—Priority must be accorded to individuals in the following order, taking into account employability potential:	Federal matching is reduced if the State fails to spend at least 60% of funds on the following target groups:
(1) unemployed parents who are principal earners;	(1) recipients who have received assistance for any 30 of the preceding 60 months;
(2) mothers, whether or not required to register, who volunteer for participation;	(2) applicants who have received assistance for any 30 of the 60 months immediately preceding application;
(3) other mothers, and pregnant women, registered for WIN, who are under age 19;	(3) custodial parents under age 22 who have not completed high school, and are not enrolled in high school or an equivalent course;
(4) dependent children and relatives age 16 and above who are not in school or engaged in work or training;	(4) parents in a family eligible on the basis of the unemployment of the principal earner.
(5) all other individuals.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
States may increase their allocation of funding if they place high priority individuals in jobs. High priority individuals include: (1) individuals who failed to complete high school; (2) unwed mothers with children under age 3; (3) recipients under age 22. The Secretary may modify the definition if he determines on the basis of empirical evidence that this will better promote the purposes of the program	Establishes the following target groups for services: (1) families that have received assistance continuously for 2 or more years (20 out of 24 consecutive months); (2) families with a teenage parent, and families with a parent who was under 18 when the first child was born; (3) families with a parent who lacks a high school diploma or its equivalent; (4) families in which the youngest child is within 2 years of being ineligible for assistance because of age.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
	Priority must be accorded in the following order: (1) individuals not required to participate and who volunteer if they are in 2 or more of the above target groups; (2) individuals required to participate if they are in 2 or more of the above target groups; (3) other volunteers; and (4) other individuals required to participate. Among those required to participate, first consideration for services must be given to those who actively seek to participate.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
D. Assessment/Employability Plan/Contract/ Case Management	
WIN requires an appraisal and development of an employability plan for each participant; final approval of the employability plan rests with the WIN agency. Other programs have no similar requirement.	Requires an assessment for each participant. Allows States to develop an employability plan which must reflect the preferences of the participant to the maximum extent possible.
	States may require participants to negotiate and enter into an agency-client contract.
	The agency may assign a case manager to each family to obtain or broker any supportive services that may be needed.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Allows States to make an assessment and develop an employability plan for participants. Allows States to provide counseling to each applicant and recipient.	Requires orientation to the program for each applicant and recipient of benefits. Specifies in detail the contents of the orientation. Requires an assessment of each participant. On the basis of the assessment, the agency and the participant must negotiate a plan for the family, which must reflect the preference of the participant to the maximum extent possible. Following the negotiation of the plan, the agency and the participant must negotiate and enter into an agency-client agreement. Requires that the agreement include specified items. Gives individual 10 days to review and renegotiate the agreement. The agency must assign a case manager to each family to obtain or broker any supportive services that may be needed, to monitor the progress of the participant, and to periodically review and renegotiate the plan and agreement.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
E. Program Sanctions	
Requires sanctions for individuals who (1) refuse to participate in activities to which they are assigned, or (2) refuse to accept employment. Individuals may refuse if they have good cause.	Substantially the same as present law.
Sanction periods are established by regulation:	Sanction periods are established by statute:
(1) in the case of the first failure to comply, 3 months;	(1) in the case of the first failure to comply, until the failure to comply ceases;
(2) in the case of second and subsequent failures, 6 months.	(2) in the case of the second failure to comply, until the failure to comply ceases or 3 months, whichever is longer;
	(3) in the case of any subsequent failure to comply, until the failure to comply ceases, or 6 months, whichever is longer.
In general, needs of individuals who refuse to participate are not taken into account.	Same as present law.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Substantially the same as present law. Specifies that individuals may not be required to participate if child care or transportation is unavailable.	Requires sanctions for individuals who refuse to participate in activities to which they are assigned. Individuals may refuse if they have good cause. Specifies that good cause includes failure by the State agency to provide child care that is appropriate for the child's age and individual needs.
Same as present law.	Sanction periods are established by statute: (1) in the case of the first failure to comply, until the failure to comply ceases; (2) in the case of the second or subsequent failure to comply, until the failure to comply ceases, or 3 months, whichever is longer.
	Requires conciliation efforts before sanctions are imposed.
Same as present law.	Similar to present law.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
If the principal earner in a 2-parent family eligible on the basis of the unemployment of the principal earner refuses, aid is denied to the entire family.	Same as present law.
F. Administration	
WIN—Joint DOL/HHS responsibility at the Federal level.	HHS responsibility at the Federal level.
Joint welfare agency/employment service responsibility at the State level.	Welfare agency responsibility at the State level.
Other programs—HHS responsibility at the Federal level. Welfare agency responsibility at the State level.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Same as present law.	If a member of a 2-parent family eligible on the basis of the unemployment of the principal earner refuses, the needs of that individual and of the non-participating spouse are not taken into account.
HHS responsibility at the Federal level. Establishes a Federal Office of Work Programs in the Office of Family Assistance to coordinate programs, collect data, and provide technical assistance.	At the Federal level, HHS is generally responsible for program administration, but DOL is responsible for administration of provisions relating to working conditions, displacement, wage rates, and grievance procedure. State programs must be approved by the Secretary of HHS in consultation with the Secretary of Labor. Regulations generally must be developed by the Secretary of HHS in consultation with the Secretary of Labor and State welfare agencies.
At the State level, the welfare agency is responsible and must perform certain functions such as intake and registration. It must coordinate plans and activities as described below.	At the State level, the welfare agency is responsible, but must coordinate plans and activities as described below.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
WIN—Regulations provide that the State plan must be approved annually, and must prescribe how the program will be operated at the local level, the manner in which information provided by private industry councils (PICs) will be used, and the agency or administrative unit responsible for each program activity.	The State plan must be periodically reviewed and updated.
WIN—The Governor must make every effort to coordinate WIN activities with activities provided by private industry councils (PICs) under JTPA.	The private sector must be involved in program planning and design. Requires the Governor to assure that program activities are coordinated with programs under JTPA and with other relevant employment, training, and education programs.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Program plans must be developed in coordination with private industry councils (PICs) and with the chief local elected official as designated under JTPA. Requires a cooperative agreement between the local welfare agency, PIC and chief elected official.	The local entities that administer JTPA (including representatives of the private sector and local government) and community-based organizations (as defined in JTPA) must be involved in program planning and design. State plans must be submitted to the State job training coordinating council (established under JTPA) for review and comment. If recommendations of the council are different from the plan, the council may appeal to the Governor for a final decision.
State plans must be submitted to the State job training coordinating council (established under JTPA) for review and comment.	Arrangements and contracts for services must be developed in consultation with private industry councils (PICs) under JTPA, transmitted to State job training coordinating councils for review and comment, and approved by the Governor.
	Activities must be coordinated with specified early childhood education programs and school and non-profit child care programs.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1151 (Senator Moynihan)
G. Federal/State Matching Requirements	
WIN and WIN demonstration:* Subject to appropriation; 90% Federal matching for all allowable costs, including services and administration. Job Search and CWEP: Open-ended entitlement; 50% Federal matching for all allowable costs, including services and administration.	Open-ended entitlement. Of the first $140 million in State expenditures, the Federal match is 90%; of additional amounts, the Federal match is 60%; except Federal matching for assessments, case management, and contracts is 50%.

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*WIN appropriations have been as follows:

[Fiscal year—millions of dollars]

1980	1981	1982	1983	1984	1985	1986	1987	1988
365	365	281	271	267	264	211	137	93

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Authorizes appropriation of $500 million in FY88 and such sums as may be necessary for future years. For expenditures not exceeding costs incurred in FY87, the State will have a Federal matching share equivalent to the share it received for WIN and other programs combined in FY87 (approximately $160 million total). For additional costs, the match is 50%. These matching rates apply to both services and administration.	Open-ended entitlement. Federal matching of 90% for expenditures up to the amount allotted to the State for WIN in FY87; of additional amounts spent by the State, the Federal match is 65%; except Federal matching for administration is 50%. Matching for CWEP training is available at the 90% and 65% rates; matching for other CWEP costs is 50%.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
WIN funds are allotted—50% on the basis of the number of WIN registrants, and 50% on the basis of performance criteria of the Secretary (these emphasize job placement).	Allocation formula for distributing the first $140 million is not specified.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
States are first allotted an amount equal to the amount received for similar activities in FY87; additional amounts are allotted on the basis of:	See above.
(1) for FY88, the relative size of the eligible AFDC population;	Authorizes appropriation of additional funds for transitional (subsidized) employment for participants who have not found unsubsidized employment after participating for at least 6 months.
(2) for FY89, the relative size of the participating AFDC population;	
(3) for FY90 and thereafter, 50% on the basis of the relative size of the participating AFDC population, and 50% on the basis of the State's relative success in placing certain "high priority" applicants and recipients.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
H. Participation Requirements	
WIN—A State's AFDC Federal matching share is reduced if the number of individuals certified as ready for employment or training is less than 15% of the average number of individuals who are required to register for WIN.	
I. Child Care	
WIN—The welfare agency must provide child care and other social services necessary for an individual's participation. When more than one kind of child care is available, the mother may choose the type, but may not refuse services if they are available.	The State must "assure" child care to the extent determined by the State to be necessary for an individual's participation.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
A State's AFDC Federal matching share is reduced if the participation rate for the AFDC mandatory population (those required to participate in employment or training) is less than 15% in FY88, increasing to 70% in FY96.	
For teenage mothers (and teenage children age 16–19), the participation rate must be 80% in FY90 and thereafter.	
The State must provide such child care (with respect to a child under age 12) as may be necessary and appropriate to meet the objective of reducing the number of individuals on welfare by providing them with a realistic opportunity to become self-sufficient.	The State must "guarantee" child care to a participant with a child under age 6. The State must provide care for dependent children or reimburse child care costs to the extent determined by the State to be: (1) directly related to participation; (2) reasonably necessary; and (3) cost effective. Child care must be appropriate for the age and individual needs of the child.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
WIN—Federal matching is 90% (subject to appropriation). Other programs—50%, open-ended entitlement.	Federal matching is at the Medicaid rate (50%–80%, open-ended entitlement).
WIN—There is no limit on the amount that may be paid for child care.	Federal matching is not available for amounts in excess of $160 per child/per month.
WIN—Child care provided must meet applicable standards of State and local law.	Same as present law.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Federal matching is variable. Authorization for appropriation is included with the authorization for education, employment, and training services. (See description on page 17.)	Federal matching is at the Medicaid rate (50%–80%, open-ended entitlement).
No limit on child care payments per child.	Federal matching for a child age 2 or over may not exceed $175 per child/per month; for a child under 2, $200 per child/per month.
States must take steps to ensure that child care that meets acceptable levels of health and safety (as defined by the State) is provided.	Any services provided must meet all local health and fire safety standards. Child care services involving more than 2 children must meet applicable standards of State and local law.
	Authorizes $150 million a year to train child care personnel and to institute a program to provide grants to local non-profit programs to establish or renovate centers and homes that meet the above standards.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
	The State must regularly assess the availability and reliability of child care services available to participants and take such action as it deems appropriate to develop needed new child care resources and ensure coordination with other child care programs.
	Allows funds to be used to supplement other programs, including Head Start, preschool programs under Chapter I of the Education Consolidation and Improvement Act of 1981, and other school and non-profit programs, so as to extend these programs to provide full day, full year services to children of participants.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
J. Community Work Experience Programs (CWEP)	
A State may require individuals to work in a project in exchange for benefits. There is no limit on duration of participation.	Similar to present law.
CWEP projects must serve a useful public purpose.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Similar to present law.	Participation by an individual who "works off" his benefits is limited to 6 months; alternatively, the State may require participation for 30 hours/week for 3 months. No individual may be required to repeat CWEP activities.
	CWEP programs must be able demonstrably (1) to provide marketable skills to those without previous work experience, (2) to upgrade existing skills of those with limited previous work experience, or (3) to transform obsolete skills into marketable skills.
	No participant may be assigned to CWEP unless (1) the initial assessment identifies lack of recent work experience as a barrier to immediate placement in regular employment; (2) the participant is unable to be placed in employment; (3) the assignment is part of a planned sequence of activities designed to prepare the participant for regular employment; and (4) the participant has not been employed during the preceding 6 months.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
K. Job Search	
States have the option of having a job search program. No individual may be required to participate more than 8 weeks in any 12-month period (except in the first year participation may total 16 weeks).	Same as present law.
L. Wages	
WIN—When an income disregard is available, the wage must meet or exceed the Federal or State minimum wage law. When, as a result of becoming employed, no disregard is available, the wage, less mandatory payroll deductions and a reasonable allowance for necessary employment-related expenses, must provide an income equal to or exceeding the family's AFDC cash benefits.	The wage rate for any job to which a participant is assigned must not be less than the greater of the Federal or applicable State minimum wage.
WIN demonstration, Job Search—State discretion.	An individual may not be require to accept a job if it results in net loss of income, including food stamps and the insurance value of any health benefits (unless a supplementary benefit that makes up the difference is paid).

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Same as present law. Allows States to require applicants to undertake an immediate program of job search.	States must have a job search program. An individual who has had 8 weeks of job search without finding a job must engage in training, education, or other activities designed to improve prospects for employment.
Wages must not be less than the Federal minimum wage.	The wage rate for any position to which a recipient is assigned must not be less than the highest of (1) the Federal minimum wage, (2) the applicable State or local minimum wage, or (3) the rate of pay for individuals employed in the same or similar occupations by the same employer.
An individual may not be required to accept a job if it results in a net loss of earned income.	An individual may not be required to accept a work position if it results in net loss of income, including the insurance value of any health benefits.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
M. Displacement	
CWEP—States must assure that the program does not result in displacement of persons currently employed or the filling of established unfilled vacancies. Participants may not perform tasks that would have been undertaken by employees or would have the effect of reducing the work of employees.	In assigning participants to any activity the State must assure that no work assignment may result in the displacement of any currently employed worker or position, (including partial displacement such as reduction in hours of nonovertime work, wages, or employment benefits).
Other programs—No comparable provisions.	No participant may be employed to fill a job opening when any individual is on layoff from the same or any substantially equivalent job, or the employer has terminated the employment of any regular employee in the same or any substantially equivalent job.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
JTPA rules must be applied: no currently employed worker may be displaced (including partial displacement such as a reduction in the hours of nonovertime work, wages, or employment benefits).	No assignment shall result in the displacement of any currently employed worker or position (including partial displacement such as a reduction in the hours of nonovertime work, wages, or employment benefits).
No participant may be employed or job opening filled when any individual is on layoff from the same or any substantially equivalent job, or when the employer has terminated the employment of any regular employee or otherwise reduced its workforce with the intention of filling the vacancy by hiring a participant whose wages are subsidized.	No assignment shall result in the employment or assignment of a participant or the filling of a position when any other individual is on layoff from the same or any equivalent position; or the employer has terminated the employment of any regular employee or otherwise reduced its workforce with the intention of filling the vacancy with a participant subsidized by the program; any infringement of the promotional opportunities of any currently employed individual; or the impairment of existing contracts for services or collective bargaining agreements.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
N. Performance Standards	
	The Secretary must submit recommendations for performance standards to the Congress within 5 years after enactment. Recommendations must be developed in consultation with representatives of organizations representing Governors, State and local program administrators, educators, and other interested persons.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
	The Secretary must develop preliminary performance standards within 1 year after enactment; final standards must be published within 24 months after enactment. Standards must:
	Provide methods for measuring the degree to which States are targeting programs to those in each priority group who will have the most difficulty finding employment; Provide methods for determining whether States are providing intensive services, tailored to individual needs; Take into account the extent to which the program results in long-term job retention, reduced welfare dependency, educational improvements, and placement in jobs where health benefits or child care are provided; Provide methods for measuring the degree to which States emphasize participation by volunteers; Recognize the impact of unemployment on program success; Measure cost effectiveness and welfare savings; Establish expectations for placement rates; and Take into account other factors deemed to be important.
	The Secretary must contract with the National Academy of Sciences to develop performance standards. The Academy must establish an advisory committee including representatives of the Congress, State, and local administering agencies, the Secretaries of HHS and DOL, State job training coordinating councils, labor organizations, business organizations, education agencies, researchers, community-based organizations, and organizations representing participants.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
O. Other Provisions Relating to Education and Training	
WIN, WIN demonstration, Job Search, CWEP-States have discretion to determine whether an individual who is participating in another activity may be required to participate in these programs.	If an individual is already attending a school or vocational training designed to lead to employment, such attendance shall constitute satisfactory participation. Costs are not Federally reimbursable.
WIN—Regulations provide that an individual may not be required to accept employment if the job offered would interrupt a program in progress under an approved employability plan leading to self-support or to the resumption of the individual's regular job within a short period of time.	
Institutional training must average no more than 6 months with a maximum duration of 1 year for any individual.	States may offer post-secondary education as appropriate.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
	If an individual is already attending school, an accredited post-secondary institution, or vocational training designed to lead to employment, such attendance shall constitute satisfactory participation. Costs are not Federally reimbursable.
Education activities must be remedial, and training (other than under JTPA) must be directed toward immediate employment.	States must offer specialized advanced education in appropriate cases.
Individuals whose participation consists solely of education or training may not receive stipends by reason of such participation.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1151 (Senator Moynihan)
P. Fair Hearing/Grievance Procedure	
Under Supreme Court ruling and AFDC regulations State welfare programs must provide for a fair hearing in all cases of intended action to discontinue, terminate, suspend, or reduce assistance.	Basic fair hearing requirement would be retained as in present law. Specifically requires a fair hearing in the event of a dispute involving the signing of the contract or the nature or extent of participation.
In addition, WIN regulations provide for a WIN adjudication system that includes a WIN agency hearing system on WIN issues. Appeals of WIN decisions at the State level may be made to a National Review Panel in the Department of Labor under specified circumstances. WIN demonstration, Job Search, Work Supplementation and CWEP have no similar provisions.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Basic fair hearing requirement would be retained as in present law. If an applicant or recipient is to be sanctioned, the individual must be notified 30 days in advance of any benefit reduction and given the opportunity for a fair hearing. If the issue is the availability of child care, the burden is on the agency to demonstrate that child care services are available.	Basic fair hearing requirement would be retained as in present law. Specifically requires a fair hearing in a dispute involving the contents of the plan, the contents or signing of the agreement, the nature or extent of participation, the availability of child care, or any other aspect of participation.
	Requires a State welfare agency grievance procedure to deal with complaints from participants, subgrantees, subcontractors, and others. Decisions of the State agency may be appealed to the Secretary of Labor. Establishes timetables for appeals and decisions.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
Q. Cost Effectiveness/Evaluation	
	Requires the Secretary of HHS to conduct a cost-effectiveness study to determine the relative effectiveness of different approaches for assisting long-term recipients. The study must be based on data from cost-effectiveness demonstration projects in 5 States, lasting at least 3 years. Authorizes $10 million for each of fiscal years 1988 through 1992 for the demonstration projects.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Requires the Secretary of HHS to convene an interagency panel consisting of representatives of OMB, CBO, CRS, GAO, and the Low Income Opportunity Board. The panel will design, implement and monitor studies to assess the methods and effects of State programs. The panel will appoint a 12-member advisory board.	Requires the Secretary of HHS to convene an interagency panel consisting of representatives of OMB, CBO, CRS, and GAO. The panel will design, implement, and monitor studies to assess the methods and effects of State programs. The panel will appoint a 12-member advisory board.
Authorizes $20 million for the work of the panel for the first 5 years.	Authorizes $20 million for the work of the panel for the first 5 years.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
III. WORK TRANSITION PROVISIONS	
A. Child Care	
WIN—Child care must continue for 30 days after a WIN participant starts unsubsidized employment, and may continue for 3 months. WIN demonstration, Job Search, Work Supplementation, CWEP—No similar provision.	Requires States to provide necessary child care for a period of 9 months to families that lose cash assistance because of increased income from, or increased hours of, employment, or because of the loss of disregards.
	A family must contribute to the cost, according to State-established fee schedule.
	Federal matching is at the Medicaid rate (50–80% open-ended entitlement).
	Limits Federal matching to amounts not in excess of $160/month per child.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Allows States to provide child care certificates for necessary child care (for a child under age 12) for families that lose cash assistance because of increased earnings or because of reduction in disregarded earnings. Family income must be less than 150% of poverty.	Requires States to provide necessary child care for a period of at least 12 months to families that lose cash assistance because of earnings, unless the family income in the prior quarter exceeded 150% of poverty.
Each family must contribute to the cost (at least 10% but no more than 90%).	The State must establish a sliding fee schedule.
Federal matching is at the same rate as under the employment and training program. Funding is authorized as part of the education, employment and training program. (See item II. G.).	Federal matching is at the Medicaid rate (50–80% open-ended entitlement).
	Limits Federal matching to $175/month for a child age 2 or over, and to $200/month for a child under 2.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
	Care must meet applicable standards of State and local law.
B. Medicaid (1) Mandatory Extension Period.	
States must continue Medicaid for 9 months for families that lose AFDC eligibility because they are no longer eligible for certain earned income disregards, and may provide Medicaid for an additional 6 months (15 months total).	Retains present law.
States must continue Medicaid for 4 months for families that lose benefits because of increased hours of, or increased income from, employment.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Care must generally be provided by: (1) a provider required by State law to be (and is) licensed or certified; or (2) by a family day care provider required to be licensed or certified and is not, but who agrees to comply within 2 years; or (3) a provider not required to be licensed or certified, but who agrees to provide the State with the operator's name and address.	Care must meet local health and fire safety standards. Care involving 2 or more children must meet applicable standards of State and local law.
Retains present law.	Retains present law.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
(2) Extension Period—Recipient Option	
No provision.	States must offer each family that received assistance during the preceding 4-month period the option of extending assistance for an additional 5 months. Family income must not exceed 185% of the OMB poverty line. Requires State to charge a premium not to exceed 10% of the amount by which (a) the family's gross monthly earnings (less child care) exceeds (b) $581 (current minimum wage), adjusted to reflect increases in average wages. States may offer alternative coverage such as enrollment in a family option of a plan offered the parent by an employer, or an HMO, if the State pays the premium or other costs. Families must report income monthly.
IV. CASH BENEFITS PROVISIONS	
A. Name of Program	
Aid to Families with Dependent Children (AFDC).	Changes name to Child Support Supplement Program (CSSP).

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
No provision	No provision.
	Changes name to Family Support Program (FSP).

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
B. Benefits for Unemployed Parents (AFDC–UP)	
States have the option of providing assistance to 2-parent families eligible by reason of the unemployment of the principal earner (AFDC–UP). Twenty-six States and the District of Columbia currently have a UP program.	Requries all States to provide assistance to 2-parent families eligible by reason of the unemployment of the principal earner.
Regulations define unemployment as (1) working fewer than 100 hours a month, or (2) working more than 100 hours for a particular month, if the work is intermittent and the excess is of a temporary nature (the individual met the 100-hour rule in the two preceding months and is expected to meet it the following month).	Allows States to establish a definition more liberal than 100 hours in all or part of the State.
Requires attachment to the labor force as condition of eligibility. The principal earner must (1) have 6 or more quarters of work in any 13-calendar-quarter period ending within 1 year prior to application for assistance, or (2) have received or been eligible to receive unemployment compensation within 1 year prior to application for assistance.	Allows States to substitute attendance in school or technical training, or participation in JTPA for 4 of the 6 required quarters of work.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
	Requires all States to provide assistance to 2-parent families eligible by reason of the unemployment of the principal earner.
	Authorizes 5 State and local demonstration projects to test the effect of eliminating the 100-hour rule.
	Allows States to substitute attendance in school or technical training, or participation in JTPA for 4 of the 6 required quarters of work.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
C. Minor Parent	
A minor parent who has a child, and who leaves home, may establish her own household and claim AFDC as a separate family unit. In this situation, the income of the parents of the minor parent is not automatically counted as available to the minor parent, because they are not sharing the household.	A minor under age 18 who has never married and who has a child (or is pregnant) may receive assistance only if she resides with a parent, legal guardian, or other adult relative, or in a foster home, maternity home, or other adult-supervised supportive living arrangement. This requirement does not apply if (1) the individual has no parent or legal guardian who is living and whose whereabouts are known; (2) the parent or legal guardian does not allow the individual to live in the home; (3) the State agency determines that the physical or emotional health and safety of the individual or her child would be jeopardized; (4) the individual lived apart from her parent or legal guardian for a period of at least one year prior to the birth of the child or applying for benefits; or (5) the State agency otherwise determines (under Federal regulations) that there is good cause for waiving the arrangement.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
A minor under age 18 who has never married and who has a child (or is pregnant) may receive assistance only if she resides with a parent.	A minor under age 18 who is unmarried and who has a child may receive assistance only if she resides with a parent, legal guardian, or other adult relative, or in a foster home, maternity home, or other supportive living arrangement.
This requirement does not apply if (1) the individual has no parent who is living and whose whereabouts are known; (2) the health and safety of the individual or her child would be seriously jeopardized; or (3) the individual lived apart from her parent for a period of at least one year prior to the birth of the child or applying for benefits, whichever is later.	The State agency may determine it is impossible or inappropriate to apply this requirement if (1) the individual has no living parent or legal guardian whose whereabouts are known; (2) the parent or legal guardian refuses to let the individual and child live in the home; (3) the health or safety of the individual or child would be jeopardized or living conditions are overcrowded; or (4) the individual has lived apart from the parent or guardian for at least one year prior to the birth of the child or applying for benefits.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law.	S. 1511 (Senator Moynihan)
	Assistance, where possible, shall be paid to the parent or legal guardian.
If a minor parent lives with her parents, their income is counted in determining the benefit of the minor parent.	Retains present law.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Assistance must be paid to the minor's parent unless the State agency determines that the parent is unable to manage funds to such an extent that making payment to the parent would be contrary to the welfare of the minor and child.	The State must assign a case manager to a family headed by a minor parent. The case manager must be responsible for assuring that the family uses all aid and services available and for supervising their use, and may require that assistance payments be paid in the form of protective payments.
Retains present law.	If the parent of the minor parent is also eligible for cash assistance, the State must treat the minor parent and child as a separate family unit for purposes of determining benefits.
	Repeals present law provision requiring the counting of income of the parents of a minor parent.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
D. Need and Payment Standards	
Each State establishes its own standard of need for a family of a given size to cover the family's basic needs. States also establish a payment standard, which may be lower than the standard of need. It is this amount that usually represents the maximum benefit that is payable to a family of a given size.	Each State is required to reevaluate its need and payment standards at least every 5 years.
E. Increase in Federal Matching for Cash Benefits	
Federal matching for benefits varies from State to State, based on per capita income (50–80%).	Retains present law.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
	Each State is required to reevaluate its need and payment standards every year, giving particular attention to the adequacy of the amount assumed necessary for shelter.
	Requires a study by the National Academy of Sciences of a new national system of welfare benefits, giving particular attention to what an appropriate national minimum benefit might be. Requires a report with recommendations within 24 months after enactment.
Retains present law.	Increases the State's Federal matching share by 25% for any benefit increases made after October 1, 1988 and before October 1, 1991. Prohibits States from lowering benefits below the level in effect on June 10, 1987.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
F. Earnings Disregards	
In determining eligibility for applicants, States must disregard (1) the first $75 of monthly earnings of each individual in the family, and (2) the actual cost of day care, up to $160/month per child (less for part-time work). In determining benefit amounts, States must also disregard $30 plus one-third of additional monthly earnings. The one-third disregard is limited to 4 consecutive months, and the $30 disregard to an additional 8 months (total of 12).	Retains present law.
G. Child Support	
Requires States to disregard the first $50/month received by a family as child support.	Retains present law.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Retains present law.	Requires States to increase disregards as follows: in determining eligibility for applicants (1) the first $100 of monthly earnings of each individual in the family, and (2) the actual cost of day care up to $175/month per child age 2 or over, $200/month per child under age 2. In determining benefit amounts, States must also disregard 25% of additional earnings. There is no time limit on any of these disregards.
	States must increase the $100 disregard annually to reflect increases in the cost of living (as under Social Security). States may increase the 25% disregard, and may further increase the $100 disregard.
Retains present law.	Allows States to increase the amount of the child support disregard to more than $50.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
H. Treatment of EITC	
Requires States to count as earned income any payments received by the family as an Earned Income Tax Credit.	Retains present law.
I. Coordination of Cash and Food Stamps	

COMPARISON OF SELECTED WELFARE REFORM PROPOSAL—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
Retains present law.	Prohibits States from counting as income any payments received by the family as an Earned Income Tax Credit. Establishes a 15-member Commission on the Coordination of Family Support and Food Stamp Policies to make recommendations for common policies and definitions for use in both programs. A report is due 1 year after enactment.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
V. DEMONSTRATION AUTHORITY	
	Authorizes States to operate demonstration projects that meet specified goals. Programs that may be included are: the child support supplement program, JOBS, child welfare services, child support enforcement, foster care and adoption assistance, emergency assistance, social services block grants.
	Requires that benefit levels (including in-kind benefits) with respect to any family or individual be maintained at levels that would be provided without the demonstration.
	Demonstrations must be approved by the Secretary of HHS, and must be limited to a total of 10 at any time.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R 1720 (as passed by the House)
Authorizes States to operate demonstration projects that meet specified goals. Programs that may be included are: food stamps, temporary food assistance, housing, rent supplements, community development block grants, WIC, Head Start, JTPA, WIN, U.S. Employment Service, vocational rehabilitation, vocational education, adult education, Chapter 1 (money to public schools based on poverty), LIHEAP, Medicaid, Maternal and Child Health, AFDC, SSI, emergency assistance, social services block grants, child support enforcement.	
Demonstrations must be approved by a new Interagency Low Income Opportunity Board. Approved proposals must be submitted to the Congress for review and become effective within 60 days after submission unless legislation is enacted.	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
	Other demonstration projects include: permanent housing for families receiving emergency assistance, innovative education and training programs for children receiving assistance, demonstrations to expand the availability of child care (emphasizing rural areas), projects to encourage States to employ mothers receiving assistance as day care providers.
	(Authority is also included for demonstration projects in the States of New York and Washington, and for projects to provide innovative methods of providing care for "boarder babies." These demonstrations were included in the 1987 Budget Reconciliation Act.)

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
	Other demonstration projects include: permanent housing for families receiving emergency assistance, innovative education and training programs for children receiving assistance, demonstrations to test the effect of childhood development programs; projects to encourage States to employ mothers receiving assistance as day care providers; projects to test the effect of a larger automobile exclusion; projects to test the effectiveness of arrangements under which private organizations operate supported work programs; projects to test more effective methods of providing community-based comprehensive family support services; assistance to nonprofit community development corporations. (Authority is also included for demonstration projects in the States of New York and Washington. These demonstrations were included in the 1987 Budget Reconciliation Act.)

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
VI. PUERTO RICO, VIRGIN ISLANDS, GUAM, AND AMERICAN SAMOA	
Seventy-five percent Federal matching is available for payments under the AFDC and foster care and adoption assistance programs, and for payments under programs for needy aged, blind and disabled individuals, up to the following dollar limitations (per year): Puerto Rico—$72,000,000 Virgin Islands—$2,400,000 Guam—$3,300,000	Increases the amounts payable as follows: Puerto Rico—$81,270,000 Virgin Islands—$2,709,000 Guam—$3,725,000
All outlying jurisdictions are eligible to participate in the AFDC, foster care, adoption assistance, child support and WIN programs, except America Samoa.	Extends the AFDC, foster care, adoption assistance, child support and JOBS programs to American Samoa. Provides up to $1 milion per year for the AFDC, foster care, and adoption assistance programs. Provides Federal matching of 75% for AFDC. Matching for other programs would be on the same basis as matching for the States.
VII. PROVISIONS RELATING TO THE FOOD STAMP PROGRAM	
A. Coordination of Cash and Food Stamp Programs	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
	Increases the amounts payable as follows: Puerto Rico—$81,270,000 Virgin Islands—$2,709,000 Guam—$3,725,000
	Same as S. 1511.
	Establishes a Commission on the Coordination of Family Support and Food Stamp Policies to study and make recommendations for developing common policies and definitions for use under both programs.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
B. Food Stamp Reform	
VIII. TAX PROVISIONS [1]	
A. Collection of Nontax Debts	
Certain Federal agencies may notify the IRS that an individual owes a past due, legally enforceable debt to the agency. The IRS must then reduce the amount of any tax refund due the person by the amount of the debt and pay that amount to the agency. This provision expires June 30, 1988.	

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[1] H.R. 1720 also includes a provision disallowing expenses of overnight camps for purposes of the dependent care credit. This provision was included in the 1987 Budget Reconciliation Act.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R.1720 (as passed by the House)
	Includes numerous provisions making changes in the food stamp program—"Food Stamp Family Welfare Reform Act of 1987".
	Extends the authority to collect nontax debts for 2½ years, to January 1, 1991.

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

Present law	S. 1511 (Senator Moynihan)
B. Phaseout of Dependent Care Credit	
A nonrefundable credit against tax liability is available for up to 30% of a limited amount of employment-related dependent care expenses. Expenses are limited to $2,400 for 1 qualifying individual, and $4,800 for 2 or more. A qualifying individual is a dependent under age 15, a physically or mentally incapacitated dependent, or a physically or mentally incapacitated spouse. The credit is reduced, but not below 20%, by 1 percentage point for each $2,000 of adjusted gross income above $10,000.	
C. Disallowance of Deductions for Expenditures in Connection with Criminal Activities	

COMPARISON OF SELECTED WELFARE REFORM PROPOSALS—Continued

S. 1655/H.R. 3200 (Sen. Dole/Rep. Michel)	H.R. 1720 (as passed by the House)
	Phases out the credit by 1 percentage point for each $1,500 by which the taxpayer's income exceeds $65,000.
	Prohibits any deduction or credit in carrying out any trade or business that consists of trafficking in controlled substances or other activities prohibited by any Federal criminal law or criminal law of the State in which the activities are conducted.

PART VIII

SELECTED INCOME, WAGE AND POPULATION DATA

TABLE G–1.—PERSONS, FAMILIES, AND UNRELATED INDIVIDUALS BELOW THE POVERTY LEVEL IN 1985 AND 1986

[Numbers in thousands. Persons, families, and unrelated individuals as of March of the following year]

Characteristic	Below poverty level			Poverty rate		
	1985	1986	Difference (1986 minus 1985)	1985	1986	Difference (1986 minus 1985)
All persons	33,064	32,370	−694	14.0	13.6	** −0.4
White	22,860	22,183	−677	11.4	11.0	−.4
Black	8,926	8,983	57	31.3	31.1	−.2
Spanish origin [1]	5,236	5,117	−119	29.0	27.3	* −1.7
Under 15 years	11,110	11,018	−92	21.5	21.2	−.3
15 to 24 years	6,363	5,991	* −372	16.6	16.0	** −.6
25 to 44 years	7,899	7,815	−84	10.6	10.2	** −.4
45 to 54 years	1,911	1,886	−25	8.4	8.2	−.2
55 to 59 years	1,103	1,113	10	9.8	10.0	.2
60 to 64 years	1,222	1,071	* −151	11.3	9.9	* −1.4
65 years and over	3,456	3,477	21	12.6	12.4	−.2
Northeast	5,751	5,211	* −540	11.6	10.5	* −1.1
Midwest	8,191	7,641	* −550	13.9	13.0	** −.9
South	12,921	13,106	185	16.0	16.1	.1
West	6,201	6,412	211	13.0	13.2	.2
All related children under 18 years	12,814	12,688	−126	20.5	20.2	−.3
White	8,082	8,048	−34	15.9	15.8	−.1
Black	4,136	4,123	−13	43.4	43.0	−.4
Spanish origin [1]	2,558	2,466	−92	39.9	37.4	−2.5
In families	12,483	12,257	−226	20.1	19.8	−.3
In unrelated subfamilies	331	431	100	54.1	63.2	9.1
All families	7,223	7,023	−200	11.4	10.9	* −.5
White	4,983	4,811	−172	9.1	8.6	* −.5
Black	1,983	1,987	4	28.7	28.0	−.7
Spanish origin [1]	1,074	1,085	11	25.5	24.7	−.8
Married-couple families	3,438	3,123	* −315	6.7	6.1	* −.6
Male householder, no wife present	311	287	−24	12.9	11.4	−1.5

TABLE G-1.—PERSONS, FAMILIES, AND UNRELATED INDIVIDUALS BELOW THE POVERTY LEVEL IN 1985 AND 1986—Continued

[Numbers in thousands. Persons, families, and unrelated individuals as of March of the following year]

Characteristic	Below poverty level			Poverty rate		
	1985	1986	Difference (1986 minus 1985)	1985	1986	Difference (1986 minus 1985)
Female householder, no husband present	3,474	3,613	139	34.0	34.6	.6
All unrelated individuals	6,725	6,846	121	21.5	21.6	.1
Male	2,499	2,536	37	17.4	17.5	.1
Female	4,226	4,311	85	24.8	25.1	.3

* Significant at the 95-percent confidence level.
** Significant at the 90-percent confidence level.
[1] Persons of Spanish origin may be of any race.

Source: Money Income and Poverty Status of Families and Persons in the United States: 1986, Bureau of the Census, Series P–60, No. 157.

TABLE G-2.—ESTIMATED POVERTY THRESHOLDS IN 1987

Size of family unit	Estimated threshold
1 person	$5,776
Under 65 years	5,909
65 years and over	5,447
2 persons	7,399
Householder under 65 years	7,641
Householder 65 years and over	6,872
3 persons	9,056
4 persons	11,612
5 persons	13,743
6 persons	15,534
7 persons	17,672
8 persons	19,478
9 persons or more	23,319

Source: Bureau of the Census, Department of Commerce.

TABLE G-3.—NUMBER AND MEDIAN INCOME (IN 1986 DOLLARS) OF FAMILIES AND PERSONS, AND POVERTY STATUS, BY RACE, SELECTED YEARS, 1963–86

Year	Families [1]						Persons below poverty level		Median income of persons 15 years old and over with income [2]			
			Below poverty level						Males		Females	
	Number (millions)	Median income	Total		Female householder		Number (millions)	Rate	All persons	Year-round full-time workers	All persons	Year-round full-time workers
			Number (millions)	Rate	Number (millions)	Rate						
All races:												
1963	47.5	$22,379	7.6	15.9	2.0	40.4	36.4	19.5	$16,154	$21,740	$4,914	$12,735
1964	48.0	23,221	7.2	15.0	1.8	36.4	36.1	19.0	16,426	22,213	5,122	13,116
1965	48.5	24,177	6.7	13.9	1.9	38.4	33.2	17.3	17,456	22,929	5,285	13,263
1966 [3]	49.2	25,448	5.8	11.8	1.7	33.1	28.5	14.7	17,927	23,499	5,535	13,601
1967	50.1	26,052	5.7	11.4	1.8	33.3	27.8	14.2	18,236	23,937	5,915	13,786
1968	50.8	27,205	5.0	10.0	1.8	32.3	25.4	12.8	18,847	24,627	6,363	14,397
1969	51.6	28,213	5.0	9.7	1.8	32.7	24.1	12.1	19,228	25,925	6,377	15,185
1970	52.2	27,862	5.3	10.1	2.0	32.5	25.4	12.6	18,834	25,933	6,317	15,361
1971	53.3	27,845	5.3	10.0	2.1	33.9	25.6	12.5	18,689	26,074	6,519	15,435
1972	54.4	29,134	5.1	9.3	2.2	32.7	24.5	11.9	19,526	27,619	6,812	15,864
1973	55.1	29,734	4.8	8.8	2.2	32.2	23.0	11.1	19,877	28,295	6,899	16,008
1974 [3]	55.7	28,687	4.9	8.8	2.3	32.1	23.4	11.2	18,792	27,041	6,853	15,951
1975	56.2	27,949	5.5	9.7	2.4	32.5	25.9	12.3	18,036	26,349	6,896	15,725
1976	56.7	28,811	5.3	9.4	2.5	33.0	25.0	11.8	18,155	26,694	6,888	16,010
1977	57.2	28,966	5.3	9.3	2.6	31.7	24.7	11.6	18,316	27,267	7,131	15,948

TABLE G-3.—NUMBER AND MEDIAN INCOME (IN 1986 DOLLARS) OF FAMILIES AND PERSONS, AND POVERTY STATUS, BY RACE, SELECTED YEARS, 1963-86—Continued

Year	Families [1]						Persons below poverty level		Median income of persons 15 years old and over with income [2]			
			Below poverty level						Males		Females	
			Total		Female householder							
	Number (millions)	Median income	Number (millions)	Rate	Number (millions)	Rate	Number (millions)	Rate	All persons	Year-round full-time workers	All persons	Year-round full-time workers
1978	57.8	29,647	5.3	9.1	2.7	31.4	24.5	11.4	18,378	26,995	6,837	16,203
1979 [4]	59.6	29,588	5.5	9.2	2.6	30.4	26.1	11.7	17,793	26,403	6,574	15,908
1980	60.3	27,974	6.2	10.3	3.0	32.7	29.3	13.0	16,673	25,512	6,547	15,423
1981	61.0	26,991	6.9	11.2	3.3	34.6	31.8	14.0	16,243	24,946	6,580	15,018
1982	61.4	26,619	7.5	12.2	3.4	36.3	34.4	15.0	15,846	24,599	6,687	15,520
1983	62.0	27,155	7.6	12.3	3.6	36.0	35.3	15.2	16,135	24,769	7,049	15,945
1984	62.7	27,903	7.3	11.6	3.5	34.5	33.7	14.4	16,468	25,339	7,250	16,280
1985	63.6	28,269	7.2	11.4	3.5	34.0	33.1	14.0	16,625	25,480	7,356	16,565
1986	64.5	29,458	7.0	10.9	3.6	34.6	32.4	13.6	17,114	25,894	7,610	16,843
White:												
1970	46.5	28,904	3.7	8.0	1.1	25.0	17.5	9.9	19,797	26,676	6,399	15,632
1971	47.6	28,893	3.8	7.9	1.2	26.5	17.8	9.9	19,593	26,808	6,628	15,613
1972	48.5	30,269	3.4	7.1	1.1	24.3	16.2	9.0	20,480	28,615	6,856	16,176
1973	48.9	31,076	3.2	6.6	1.2	24.5	15.1	8.4	20,856	29,114	6,965	16,279
1974 [3]	49.4	29,812	3.4	6.8	1.3	24.8	15.7	8.6	19,686	27,568	6,930	16,087
1975	49.9	29,067	3.8	7.7	1.4	25.9	17.8	9.7	18,946	26,959	6,967	15,762

1976	50.1	29,926	3.6	7.1	1.4	25.2	16.7	9.1	19,140	27,489	6,946	16,133
1977	50.5	30,289	3.5	7.0	1.4	24.0	16.4	8.9	19,185	27,824	7,239	16,049
1978	50.9	30,870	3.5	6.9	1.4	23.5	16.3	8.7	19,249	27,496	6,919	16,356
1979	52.2	30,875	3.6	6.9	1.4	22.3	17.2	9.0	18,588	27,166	6,636	16,047
1980	52.7	29,146	4.2	8.0	1.6	25.7	19.7	10.2	17,735	26,240	6,583	15,572
1981	53.3	28,352	4.7	8.8	1.8	27.4	21.6	11.1	17,235	25,532	6,654	15,269
1982	53.4	27,948	5.1	9.6	1.8	27.9	23.5	12.0	16,753	25,254	6,778	15,729
1983 [3]	53.9	28,435	5.2	9.7	1.9	28.3	24.0	12.1	16,975	25,430	7,172	16,158
1984	54.4	29,226	4.9	9.1	1.9	27.1	23.0	11.5	17,383	26,207	7,335	16,441
1985	55.0	29,713	5.0	9.1	2.0	27.4	22.9	11.4	17,440	26,187	7,499	16,799
1986	55.7	30,809	4.8	8.6	2.0	28.2	22.2	11.0	18,060	26,617	7,760	17,101
Black:												
1970	4.9	17,730	1.5	29.5	.8	54.3	7.5	33.5	11,693	18,171	5,825	12,808
1971	5.2	17,435	1.5	28.8	.9	53.5	7.4	32.5	11,571	18,331	5,807	13,786
1972	5.3	17,990	1.5	29.0	1.0	53.3	7.7	33.3	12,334	19,324	6,406	13,838
1973	5.4	17,935	1.5	28.1	1.0	52.7	7.4	31.4	12,615	19,623	6,287	13,805
1974 [3]	5.5	17,801	1.5	26.9	1.0	52.2	7.2	30.3	12,198	19,355	6,257	14,165
1975	5.6	17,885	1.5	27.1	1.0	50.1	7.5	31.3	11,327	20,063	6,330	15,059
1976	5.8	17,801	1.6	27.9	1.1	52.2	7.6	31.1	11,524	19,689	6,545	15,083
1977	5.8	17,303	1.6	28.2	1.2	51.0	7.7	31.3	11,385	19,183	6,251	15,000
1978	5.9	18,284	1.6	27.5	1.2	50.6	7.6	30.6	11,531	21,059	6,230	15,160
1979 [4]	6.2	17,483	1.7	27.8	1.2	49.4	8.1	31.0	11,506	19,579	6,039	14,704
1980	6.3	16,864	1.8	28.9	1.3	49.4	8.6	32.5	10,657	18,463	6,094	14,524
1981	6.4	15,993	2.0	30.8	1.4	52.9	9.2	34.2	10,249	18,064	5,911	13,789
1982	6.5	15,447	2.2	33.0	1.5	56.2	9.7	35.6	10,039	17,936	5,978	14,058
1983 [3]	6.7	16,025	2.2	32.3	1.5	53.7	9.9	35.7	9,927	18,131	6,129	14.343
1984	6.8	16,289	2.1	30.9	1.5	51.7	9.5	33.8	9,973	17,885	6,507	14,817
1985	6.9	17,109	2.0	28.7	1.5	50.5	8.9	31.3	10,975	18,317	6,398	14,871

TABLE G-3.—NUMBER AND MEDIAN INCOME (IN 1986 DOLLARS) OF FAMILIES AND PERSONS, AND POVERTY STATUS, BY RACE, SELECTED YEARS, 1963–86—Continued

Year	Families [1]						Persons below poverty level		Median income of persons 15 years old and over with income [2]			
			Below poverty level						Males		Females	
			Total		Female householder							
	Number (millions)	Median income	Number (millions)	Rate	Number (millions)	Rate	Number (millions)	Rate	All persons	Year-round full-time workers	All persons	Year-round full-time workers
1986	7.1	17,604	2.0	28.0	1.5	50.1	9.0	31.1	10,822	18,766	6,566	14,964

[1] The term "family" refers to a group of two or more persons related by blood, marriage, or adoption and residing together; all such persons are considered members of the same family. Beginning 1979, based on householder concept and restricted to primary families.

[2] Prior to 1979 data are for persons 14 years and over.

[3] Based on revised methodology; comparable with succeeding years.

[4] Based on 1980 census population controls; comparable with succeeding years.

Note.—The poverty level is based on the poverty index adopted by a Federal interagency committee in 1969. That index reflected different consumption requirements for families based on size and composition, sex and age of family householder, and farm-nonfarm residence. Minor revisions implemented in 1981 eliminated variations in the poverty thresholds based on two of these variables, farm-nonfarm residence and sex of householder. The poverty thresholds are updated every year to reflect changes in the consumer price index. For further details see "Current Population Reports," Series P–60, No. 158.

Source: Department of Commerce, Bureau of the Census. Economic Report of the President, February 1988.

TABLE G-4.—AVERAGE WEEKLY EARNINGS IN SELECTED PRIVATE NONAGRICULTURAL INDUSTRIES, 1947–87

[For production or nonsupervisory workers; monthly data seasonally adjusted, except as noted]

Year or month	Average weekly earnings					Percent change from a year earlier, total private nonagricultural [3]	
	Total private nonagricultural [1]		Manufacturing (current dollars)	Construction (current dollars)	Retail trade (current dollars)		
	Current dollars	1977 dollars [2]				Current dollars	1977 dollars
1947	$45.58	$123.52	$49.13	$58.83	$33.77		
1948	49.00	123.43	53.08	65.23	36.22	7.5	-0.1
1949	50.24	127.84	53.80	67.56	38.42	2.5	3.6
1950	53.13	133.83	58.28	69.68	39.71	5.8	4.7
1951	57.86	134.87	63.34	76.96	42.82	8.9	.8
1952	60.65	138.47	66.75	82.86	43.38	4.8	2.7
1953	63.76	144.58	70.47	86.41	45.36	5.1	4.4
1954	64.52	145.32	70.49	88.54	47.04	1.2	.5
1955	67.72	153.21	75.30	90.90	48.75	5.0	5.4
1956	70.74	157.90	78.78	96.38	50.18	4.5	3.1
1957	73.33	158.04	81.19	100.27	52.20	3.7	.1
1958	75.08	157.40	82.32	103.78	54.10	2.4	-.4
1959	78.78	163.78	88.26	108.41	56.15	4.9	4.1
1960	80.67	164.97	89.72	112.67	57.76	2.4	.7
1961	82.60	167.21	92.34	118.08	58.66	2.4	1.4
1962	85.91	172.16	96.56	122.47	60.96	4.0	3.0
1963	88.46	175.17	99.23	127.19	62.66	3.0	1.7
1964	91.33	178.38	102.97	132.06	64.75	3.2	1.8
1965	95.45	183.21	107.53	138.38	66.61	4.5	2.7
1966	98.82	184.37	112.19	146.26	68.57	3.5	.6
1967	101.84	184.83	114.49	154.95	70.95	3.1	.2
1968	107.73	187.68	122.51	164.49	74.95	5.8	1.5
1969	114.61	189.44	129.51	181.54	78.66	6.4	.9
1970	119.83	186.94	133.33	195.45	82.47	4.6	-1.3
1971	127.31	190.58	142.44	211.67	87.62	6.2	1.9
1972	136.90	198.41	154.71	221.19	91.85	7.5	4.1
1973	145.39	198.35	166.46	235.89	96.32	6.2	-.0
1974	154.76	190.12	176.80	249.25	102.68	6.4	-4.1
1975	163.53	184.16	190.79	266.08	108.86	5.7	-3.1
1976	175.45	186.85	209.32	283.73	114.60	7.3	1.5
1977	189.00	189.00	228.90	295.65	121.66	7.7	1.2
1978	203.70	189.31	249.27	318.69	130.20	7.8	.2
1979	219.91	183.41	269.34	342.99	138.62	8.0	-3.1
1980	235.10	172.74	288.62	367.78	147.38	6.9	-5.8
1981	255.20	170.13	318.00	399.26	158.02	8.5	-1.5

TABLE G-4.—AVERAGE WEEKLY EARNINGS IN SELECTED PRIVATE NONAGRICULTURAL INDUSTRIES, 1947–87—Continued

[For production or nonsupervisory workers; monthly data seasonally adjusted, except as noted]

Year or month	Average weekly earnings					Percent change from a year earlier, total private nonagricultural [3]	
	Total private nonagricultural [1]		Manufacturing (current dollars)	Construction (current dollars)	Retail trade (current dollars)		
	Current dollars	1977 dollars [2]				Current dollars	1977 dollars
1982	267.26	168.09	330.26	426.82	163.85	4.7	−1.2
1983	280.70	171.26	354.08	442.97	171.05	5.0	1.9
1984	292.86	172.78	374.03	458.51	174.33	4.3	.9
1985	299.09	170.42	386.37	464.46	174.64	2.1	−1.4
1986	304.85	171.07	396.01	466.38	176.08	1.9	.4
1987	312.50	169.28	406.31	477.28	179.02	2.5	−1.0
1986: Jan	303.80	169.82	393.72	470.24	176.40	3.1	−.6
Feb	303.11	170.10	393.41	449.90	175.80	2.5	−.5
Mar	304.68	171.84	395.20	453.13	175.80	2.5	.6
Apr	303.46	171.83	394.79	464.25	175.49	2.5	1.3
May	304.15	171.74	306.01	465.75	175.49	2.0	.8
June	303.63	170.77	394.63	463.51	175.18	1.2	−.1
July	303.28	170.57	395.44	464.01	175.78	1.5	.3
Aug	304.32	170.97	397.80	468.00	176.08	1.7	.5
Sept	304.67	170.59	397.80	469.25	176.06	1.2	−.2
Oct	306.05	171.07	397.64	471.38	176.35	1.5	.3
Nov	308.33	171.96	399.02	473.71	177.24	2.1	1.2
Dec	305.86	170.40	399.43	471.85	176.00	.5	−.2
1987: Jan	307.44	170.04	400.41	476.63	175.45	1.2	.1
Feb	309.91	170.75	403.19	474.24	176.97	2.4	.5
Mar	310.07	170.09	402.05	478.30	177.27	1.8	−1.0
Apr	309.18	168.77	400.32	471.61	179.36	1.8	−1.9
May	312.36	169.95	405.08	481.97	179.05	2.6	−1.1
June	311.11	168.71	405.08	478.27	178.12	2.6	−1.0
July	311.81	168.73	404.67	478.93	179.02	3.0	−.9
Aug	314.80	169.52	407.13	480.44	181.45	3.3	−.9
Sept	312.09	167.70	406.81	449.79	183.22	2.4	−1.8
Oct	316.89	169.64	413.00	485.64	180.49	3.7	.9
Nov	318.29	169.85	412.41	487.92	180.16	3.2	−1.3
Dec ^{p}	315.77	168.41	410.82	483.23	178.27	3.2	−1.2

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[1] Also includes other private industry groups shown in Table B-43.

[2] Earnings in current dollars divided by the consumer price index for urban wage earners and clerical workers on a 1977=100 base.

[3] Based on data not seasonally adjusted.

Source: Department of Labor, Bureau of Labor Statistics. Economic Report of the President, February 1988.

TABLE G-5.—POPULATION BY AGE GROUPS, 1929-87

[Thousands of persons]

July 1	Total	Age (years)						
		Under 5	5-15	16-19	20-24	25-44	45-64	65 and over
1929........	121,767	11,734	26,800	9,127	10,694	35,862	21,076	6,474
1933........	125,579	10,612	26,897	9,302	11,152	37,319	22,933	7,363
1939........	130,880	10,418	25,179	9,822	11,519	39,354	25,823	8,764
1940........	132,122	10,579	24,811	9,895	11,690	39,868	26,249	9,031
1941........	133,402	10,850	24,516	9,840	11,807	40,383	26,718	9,288
1942........	134,860	11,301	24,231	9,730	11,955	40,861	27,196	9,584
1943........	136,739	12,016	24,093	9,607	12,064	41,420	27,671	9,867
1944........	138,397	12,524	23,949	9,561	12,062	42,016	28,138	10,147
1945........	139,928	12,979	23,907	9,361	12,036	42,521	28,630	10,494
1946........	141,389	13,244	24,103	9,119	12,004	43,027	29,064	10,828
1947........	144,126	14,406	24,468	9,097	11,814	43,657	29,498	11,185
1948........	146,631	14,919	25,209	8,952	11,794	44,288	29,931	11,538
1949........	149,188	15,607	25,852	8,788	11,700	44,916	30,405	11,921
1950........	152,271	16,410	26,721	8,542	11,680	45,672	30,849	12,397
1951........	154,878	17,333	27,279	8,446	11,552	46,103	31,362	12,803
1952........	157,553	17,312	28,894	8,414	11,350	46,495	31,884	13,203
1953........	160,184	17,638	30,227	8,460	11,062	46,786	32,394	13,617
1954........	163,026	18,057	31,480	8,637	10,832	47,001	32,942	14,076
1955........	165,931	18,566	32,682	8,744	10,714	47,194	33,506	14,525
1956........	168,903	19,003	33,994	8,916	10,616	47,379	34,057	14,938
1957........	171,984	19,494	35,272	9,195	10,603	47,440	34,591	15,388
1958........	174,882	19,887	36,445	9,543	10,756	47,337	35,109	15,806
1959........	177,830	20,175	37,368	10,215	10,969	47,192	35,663	16,248
1960........	180,671	20,341	38,494	10,683	11,134	47,140	36,203	16,675
1961........	183,691	20,522	39,765	11,025	11,483	47,084	36,722	17,089
1962........	186,538	20,469	41,205	11,180	11,959	47,013	37,255	17,457
1963........	189,242	20,342	41,626	12,007	12,714	46,994	37,782	17,778
1964........	191,889	20,165	42,297	12,736	13,269	46,958	38,338	18,127
1965........	194,303	19,824	42,938	13,516	13,746	46,912	38,916	18,451
1966........	196,560	19,208	43,702	14,311	14,050	47,001	39,534	18,755
1967........	198,712	18,563	44,244	14,200	15,248	47,194	40,193	19,071
1968........	200,706	17,913	44,622	14,452	15,786	47,721	40,846	19,365
1969........	202,677	17,376	44,840	14,800	16,480	48,064	41,437	19,680
1970........	205,052	17,166	44,816	15,289	17,202	48,473	41,999	20,107
1971........	207,661	17,244	44,591	15,688	18,159	48,936	42,482	20,561
1972........	209,896	17,101	44,203	16,039	18,153	50,482	42,898	21,020

TABLE G-5.—POPULATION BY AGE GROUPS, 1929-87—Continued

[Thousands of persons]

July 1	Total	Age (years)						
		Under 5	5-15	16-19	20-24	25-44	45-64	65 and over
1973	211,909	16,851	43,582	16,446	18,521	51,749	43,235	21,525
1974	213,854	16,487	42,989	16,769	18,975	53,051	43,522	22,061
1975	215,973	16,121	42,508	17,017	19,527	54,302	43,801	22,696
1976	218,035	15,617	42,099	17,194	19,986	55,852	44,008	23,278
1977	220,239	15,564	41,298	17,276	20,499	57,561	44,150	23,892
1978	222,585	15,735	40,428	17,288	20,946	59,400	44,286	24,502
1979	225,055	16,063	39,552	17,242	21,297	61,379	44,390	25,134
1980	227,757	16,458	38,844	17,160	21,584	63,494	44,515	25,704
1981	230,138	16,931	38,190	16,770	21,821	65,619	44,569	26,236
1982	232,520	17,298	37,876	16,255	21,807	67,856	44,601	26,827
1983	234,799	17,650	37,668	15,704	21,700	69,970	44,678	27,428
1984	237,001	17,830	37,657	15,141	21,536	72,048	44,817	27,973
1985	239,283	18,017	37,691	14,819	21,214	74,076	44,931	28,536
1986	241,596	18,128	37,701	14,802	20,613	76,126	45,053	29,173
1987	243,773							

Note.—Includes Armed Forces overseas beginning 1940. Includes Alaska and Hawaii beginning 1950.

Source: Department of Commerce, Bureau of the Census. Economic Report of the President, February 1988.

TABLE G-6.—LABOR FORCE STATUS OF PERSONS 25 TO 64 YEARS OLD BY YEARS OF SCHOOL COMPLETED, SEX, RACE, AND HISPANIC ORIGIN, MARCH 1977 AND MARCH 1987

Labor force status and years of school completed	Total		Men		Women		White		Black		Hispanic origin	
	1977	1987	1977	1987	1977	1987	1977	1987	1977	1987	1977	1987
Civilian labor force distribution	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Less than 4 years of high school	25.0	14.9	26.4	16.8	22.9	12.5	23.0	13.9	42.9	23.6	52.2	40.3
4 years of high school	39.3	40.2	35.4	37.1	45.3	44.0	40.0	40.4	34.5	42.4	27.8	32.4
1 to 3 years of college	15.6	19.7	16.0	18.9	15.1	20.7	16.0	19.6	12.5	19.9	11.7	16.3
4 years of college or more	20.1	25.3	22.3	27.2	16.8	22.8	21.0	26.1	10.2	14.1	8.2	11.0
Labor force participation rate	71.8	77.2	90.1	88.8	54.8	66.2	71.8	77.5	71.4	74.7	66.6	72.9
Less than 4 years of high school	61.7	60.9	81.8	77.2	43.2	44.9	61.6	61.6	62.3	58.8	59.6	63.9
4 years of high school	71.7	76.6	92.3	89.6	56.6	66.4	71.2	76.6	77.0	77.6	72.1	77.1
1 to 3 years of college	76.9	81.9	93.2	91.9	60.0	72.7	76.5	81.6	81.6	84.5	81.2	83.4
4 year of college or more	84.9	88.1	95.8	94.2	69.1	80.3	84.8	88.2	90.7	90.4	84.7	88.1
Unemployment rate	5.7	5.7	5.2	6.0	6.4	5.2	5.3	5.0	9.6	10.6	9.1	8.8
Less than 4 years of high school	8.9	11.1	8.4	11.2	9.6	10.9	8.4	10.2	11.2	14.8	11.2	12.0
4 years of high school	5.5	6.3	5.0	6.7	6.1	5.8	5.1	5.5	9.5	11.7	7.5	8.1
1 to 3 years of college	4.9	4.5	4.4	5.0	5.6	4.0	4.5	4.1	10.1	7.6	6.6	6.6
4 years of college or more	2.7	2.3	2.3	2.5	3.5	2.1	2.7	2.2	2.7	4.2	4.5	2.6

Source: Bureau of Labor Statistics, Department of Labor.

TABLE G–7.—BIRTHS TO UNMARRIED MOTHERS IN 1985, BY STATE

State	Number			Percent		
	All races	White	Black	All races	White	Black
United States	828,174	432,969	365,527	22.0	14.5	60.1
Alabama	14,897	3,155	11,707	24.9	8.1	57.9
Alaska	2,344	1,029	156	18.3	11.3	26.7
Arizona	14,172	9,739	1,355	23.9	19.6	52.4
Arkansas	7,898	2,806	5,053	22.4	10.6	61.3
California	115,671	82,813	26,044	24.6	22.3	56.2
Colorado	9,158	7,688	1,241	16.6	15.2	43.8
Connecticut	9,358	5,743	3,502	21.3	15.2	65.3
Delaware	2,522	1,041	1,474	26.2	14.2	67.9
District of Columbia	5,598	285	5,228	56.7	16.3	67.1
Florida	42,202	16,916	25,080	25.8	13.9	63.3
Georgia	24,764	5,730	18,946	25.7	9.3	57.0
Hawaii	3,644	582	114	19.9	12.5	12.7
Idaho	1,893	1,729	24	10.8	10.2	25.0
Illinois	46,495	18,390	27,796	25.7	13.3	71.8
Indiana	16,020	10,224	5,734	19.8	14.3	67.2
Iowa	5,590	4,827	656	13.6	12.2	61.8
Kansas	5,843	3,932	1,713	14.7	11.2	52.5
Kentucky	9,799	6,841	2,947	18.5	14.3	61.7
Louisiana	23,261	4,845	18,274	28.6	10.0	58.1
Maine	3,012	2,928	14	17.8	17.7	16.9
Maryland	19,773	6,690	12,687	29.1	14.8	62.1
Massachusetts	15,033	11,333	3,435	18.4	15.4	56.6
Michigan	24,941	12,003	12,723	18.1	10.6	56.1
Minnesota	10,158	7,730	1,284	15.1	12.4	64.1
Mississippi	14,275	1,953	12,210	32.9	8.5	61.0
Missouri	16,599	8,239	8,278	21.6	12.9	69.3
Montana	2,270	1,462	19	16.8	12.4	25.0
Nebraska	3,790	2,722	839	14.8	11.6	61.8
Nevada	2,398	1,429	806	15.7	11.3	52.2
New Hampshire	2,065	2,018	33	13.4	13.3	24.6
New Jersey	23,495	10,587	12,677	22.3	13.0	61.7
New Mexico	7,298	5,056	262	26.3	22.1	37.8
New York	72,839	36,095	35757	28.1	18.7	62.2
North Carolina	19,772	5,447	13,757	22.1	8.8	54.6
North Dakota	1,347	900	10	11.5	8.5	6.9
Ohio	34,922	19,430	15,299	21.8	14.3	66.4
Oklahoma	9,149	4,985	2,840	17.2	11.9	53.6
Oregon	7,403	6,444	548	18.8	17.6	55.9
Pennsylvania	36,546	20,211	16,088	22.8	14.9	72.0

TABLE G-7.—BIRTHS TO UNMARRIED MOTHERS IN 1985, BY STATE—Continued

State	Number			Percent		
	All races	White	Black	All races	White	Black
Rhode Island	2,549	1,931	539	19.6	16.5	57.7
South Carolina	13,714	2,956	10,730	26.4	9.4	54.0
South Dakota	2,175	1,073	16	17.9	10.6	15.5
Tennessee	16,214	6,252	9,926	24.3	12.3	65.4
Texas	50,445	30,087	20,020	16.4	11.6	48.2
Utah	3,259	2,843	124	8.7	8.0	41.5
Vermont	1,378	1,364	7	17.2	17.1	31.8
Virginia	18,443	6,779	11,461	21.4	10.7	56.3
Washington	12,978	10,162	1,449	18.5	16.5	44.6
West Virginia	4,202	3,675	522	17.4	16.0	53.9
Wisconsin	13,359	8,787	4,082	18.1	13.3	71.9
Wyoming	1,244	1,083	41	13.3	12.3	40.6

Source: National Center for Health Statistics, Department of Health and Human Services.

TABLE G-8.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS (PERCENT)

State and area	December		January	
	1986	1987	1987	1988[p]
Alabama	9.2	7.1	9.4	7.9
Birmingham	(1)	5.9	8.2	6.6
Huntsville	(1)	4.6	6.4	5.2
Mobile	(1)	9.2	10.6	9.8
Montgomery	(1)	5.8	7.1	6.2
Tuscaloosa	(1)	5.4	7.1	6.2
Alaska	11.7	10.0	13.1	10.8
Arizona	6.4	5.8	6.8	5.6
Phoenix	(1)	4.9	5.8	4.7
Tucson	(1)	4.8	5.8	4.7
Arkansas	9.0	8.0	9.9	9.2
Fayetteville-Springdale	(1)	4.6	5.3	4.9
Fort Smith[2]	(1)	6.0	7.1	7.1
Little Rock-North Little Rock	(1)	6.7	7.8	7.5
Pine Bluff	(1)	8.6	11.0	9.1
California[3]	6.3	4.9	6.9	5.6
Anaheim-Santa Ana	(1)	2.5	4.1	2.9
Bakersfield	(1)	8.6	13.4	9.6
Fresno	(1)	9.8	14.2	11.1

TABLE G–8.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS (PERCENT)—Continued

State and area	December		January	
	1986	1987	1987	1988[p]
Los Angeles-Long Beach [3]	6.0	4.8	5.6	5.6
Modesto	(1)	10.9	15.7	12.0
Oakland	(1)	4.1	6.4	4.7
Oxnard-Ventura	(1)	4.5	7.2	5.2
Riverside-San Bernardino	(1)	4.6	6.5	5.3
Sacramento	(1)	5.2	7.1	5.8
Salinas-Seaside-Monterey	(1)	9.8	14.9	(4)
San Diego	(1)	3.7	5.5	4.2
San Francisco	(1)	3.0	4.8	3.5
San Jose	(1)	3.5	6.0	4.0
Santa Barbara-Santa Maria-Lompoc	(1)	4.1	6.2	4.6
Santa Rosa-Petaluma	(1)	4.5	6.2	5.2
Stockton	(1)	9.8	13.1	10.9
Vallejo-Fairfield-Napa	(1)	5.4	7.9	6.1
Colorado	8.1	7.4	8.7	7.8
Boulder-Longmont	(1)	5.7	6.7	5.7
Denver	(1)	6.8	7.9	6.9
Connecticut	3.4	3.1	4.0	3.7
Bridgeport-Milford	(1)	3.5	5.0	4.5
Hartford	(1)	3.2	3.5	3.5
New Britain	(1)	3.5	4.8	(4)
New Haven-Meriden	(1)	3.0	3.6	3.5
Stamford	(1)	2.1	2.6	2.1
Waterbury	(1)	3.8	5.5	4.9
Delaware	3.4	2.6	4.0	4.4
Wilmington [2]	(1)	2.9	4.5	(1)
District of Columbia	7.0	5.9	7.3	6.1
Washington [2]	(1)	2.9	3.4	(1)
Florida [3]	4.6	5.0	5.8	5.0
Daytona Beach	(1)	4.4	5.5	4.6
Fort Lauderdale-Hollywood-Pompano Beach	(1)	3.9	4.6	4.2
Fort Myers-Cape Coral	(1)	3.4	4.2	3.6
Gainesville	(1)	(1)	(1)	(4)
Jacksonville	(1)	5.1	5.4	5.5
Lakeland-Winter Haven	(1)	(1)	(1)	(4)
Melbourne-Titusville-Palm Bay	(1)	4.4	7.0	4.9
Miami-Hialeah	(1)	5.4	6.5	5.3
Orlando	(1)	4.4	5.0	4.8
Pensacola	(1)	7.0	7.4	6.2
Sarasota	(1)	3.6	3.8	3.6
Tallahassee	(1)	3.7	4.1	4.3

TABLE G-8.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS (PERCENT)—Continued

State and area	December		January	
	1986	1987	1987	1988[p]
Tampa-St. Petersburg-Clearwater	(1)	4.7	5.4	4.7
West Palm Beach-Boca Raton-Delray Beach	(1)	4.2	5.0	4.0
Georgia	5.7	4.8	6.0	6.4
Albany	(1)	7.9	10.3	(4)
Athens	(1)	4.1	4.6	6.5
Atlanta	(1)	4.0	4.8	5.4
Augusta [2]	(1)	5.1	6.5	6.1
Columbus [2]	(1)	6.8	7.4	6.8
Macon-Warner Robins	(1)	4.5	5.8	5.5
Savannah	(1)	5.3	6.4	6.6
Hawaii	4.0	3.8	4.2	3.9
Honolulu	(1)	3.5	3.9	3.6
Idaho	8.6	8.0	10.5	9.5
Boise City	(1)	5.5	7.1	6.4
Illinois [3]	7.0	6.9	8.2	7.4
Aurora-Elgin	(1)	5.5	7.7	6.1
Bloomington-Normal	(1)	5.2	5.6	5.3
Champaign-Urbana-Rantoul	(1)	4.4	5.3	4.7
Chicago	(1)	6.2	7.2	6.4
Davenport-Rock Island-Moline [2]	(1)	8.0	9.3	8.4
Decatur	(1)	8.8	10.6	10.0
Joliet	(1)	7.6	8.7	8.4
Kankakee	(1)	10.0	10.2	(4)
Lake County	(1)	4.5	5.5	4.7
Peoria	(1)	7.2	9.4	7.6
Rockford	(1)	8.2	8.9	8.4
Springfield	(1)	5.8	6.2	6.1
Indiana	6.8	6.0	7.9	6.5
Anderson	(1)	(1)	(1)	(1)
Bloomington	(1)	(1)	(1)	(1)
Elkhart-Goshen	(1)	(1)	(1)	(1)
Evansville [2]	(1)	(1)	(1)	(1)
Fort Wayne	(1)	(1)	(1)	(1)
Gary-Hammond	(1)	(1)	(1)	(1)
Indianapolis	(1)	(1)	(1)	(1)
Kokomo	(1)	(1)	(1)	(4)
Lafayette	(1)	(1)	(1)	(1)
Muncie	(1)	(1)	(1)	(1)
South Bend-Mishawaka	(1)	(1)	(1)	(1)
Terre Haute	(1)	(1)	(1)	(1)

TABLE G-8.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS (PERCENT)—Continued

State and area	December		January	
	1986	1987	1987	1988p
Iowa	7.1	4.8	7.9	7.0
Cedar Rapids	(1)	3.8	6.7	5.7
Des Moines	(1)	3.4	6.0	5.0
Dubuque	(1)	5.7	8.8	8.7
Iowa City	(1)	1.6	2.8	(4)
Sioux City [2]	(1)	(1)	(1)	7.5
Waterloo-Cedar Falls	(1)	6.2	12.1	8.6
Kansas	5.5	5.0	6.3	5.6
Lawrence	(1)	4.3	4.3	4.4
Topeka	(1)	5.3	5.5	5.1
Wichita [5]	(1)	4.9	6.6	5.9
Kentucky	9.0	8.2	10.5	(1)
Lexington-Fayette	(1)	4.9	6.3	(1)
Louisville [2]	(1)	(1)	(1)	(1)
Owensboro	(1)	9.3	11.7	(1)
Louisiana	13.6	9.5	14.5	12.0
Alexandria	(1)	8.1	11.7	10.5
Baton Rouge	(1)	8.1	11.8	10.1
Houma-Thibodaux	(1)	10.9	20.7	14.1
Lafayette	(1)	9.1	16.4	11.4
Lake Charles	(1)	10.5	14.6	(4)
Monroe	(1)	8.3	11.9	11.6
New Orleans	(1)	8.1	11.4	9.8
Shreveport	(1)	9.1	13.5	11.7
Maine	4.8	3.7	6.2	5.5
Lewiston-Auburn	(1)	4.6	7.1	6.0
Portland	(1)	1.9	3.2	2.9
Maryland	4.4	4.2	4.8	5.2
Baltimore	(1)	4.8	5.4	(1)
Massachusetts [3]	3.1	2.6	4.1	3.8
Boston	(1)	2.3	3.3	3.1
Brockton	(1)	2.8	4.5	4.2
Fall River [2]	(1)	4.4	7.7	7.0
Fitchburg-Leominster	(1)	3.2	5.4	4.7
Lawrence-Haverhill [2]	(1)	3.5	4.7	4.8
Lowell [2]	(1)	2.7	4.2	3.9
New Bedford	(1)	3.9	7.2	6.6
Pittsfield	(1)	3.4	4.8	(4)
Springfield	(1)	2.6	4.3	3.8
Worcester	(1)	2.5	3.8	3.5

TABLE G-8.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS (PERCENT)—Continued

State and area	December		January	
	1986	1987	1987	1988[p]
Michigan [3]	7.6	8.3	8.1	10.7
Ann Arbor	(1)	3.7	4.0	4.9
Battle Creek	(1)	8.3	7.6	11.2
Benton Harbor	(1)	7.5	8.2	8.9
Detroit	(1)	8.1	7.4	10.3
Flint	(1)	13.9	12.2	17.7
Grand Rapids	(1)	6.1	6.6	7.6
Jackson	(1)	7.7	8.0	(4)
Kalamazoo	(1)	5.3	5.1	6.6
Lansing-East Lansing	(1)	6.5	6.1	9.1
Muskegon	(1)	9.3	11.0	11.6
Saginaw-Bay City-Midland	(1)	8.4	9.5	11.7
Minnesota	5.9	5.9	6.6	6.1
Duluth [2]	(1)	8.9	10.9	9.6
Minneapolis-St. Paul [2]	(1)	4.6	4.8	4.7
Rochester	(1)	4.2	4.7	4.1
St. Cloud	(1)	7.6	7.7	7.0
Mississippi	11.7	8.7	12.5	10.6
Jackson	(1)	5.8	8.7	(1)
Missouri	6.5	6.3	7.5	6.7
Kansas City [2]	(1)	5.5	6.0	5.5
St. Joseph	(1)	6.8	9.5	(4)
St. Louis [2]	(1)	6.5	7.9	7.2
Springfield	(1)	4.7	5.7	4.8
Montana	8.3	6.7	10.0	9.5
Nebraska	5.5	4.9	5.9	5.2
Lincoln	(1)	(1)	(1)	3.5
Omaha [2]	(1)	(1)	(1)	5.1
Nevada	6.5	6.3	7.2	7.2
Las Vegas	(1)	6.4	6.9	6.8
Reno	(1)	6.0	7.2	7.2
New Hampshire	2.5	2.1	3.1	3.3
Nashua	(1)	2.2	3.0	3.1
Portsmouth-Dover-Rochester	(1)	1.6	3.2	3.1
New Jersey [3]	3.9	3.6	4.6	4.5
Atlantic City	(1)	6.4	7.7	7.7
Bergen-Passaic	(1)	3.0	4.1	3.6
Jersey City	(1)	6.5	7.4	7.2

TABLE G-8.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS (PERCENT)—Continued

State and area	December		January	
	1986	1987	1987	1988[p]
Middlesex-Somerset-Hunterdon	(1)	2.4	3.1	3.2
Monmouth-Ocean	(1)	3.0	4.0	4.4
Newark	(1)	3.6	4.5	4.5
Trenton	(1)	2.7	3.9	3.6
Vineland-Millville-Bridgeton	(1)	7.9	9.0	(4)
New Mexico	9.3	8.0	10.2	8.8
Albuquerque	(1)	6.1	6.9	6.3
Las Cruces	(1)	6.5	7.4	7.4
Santa Fe	(1)	5.4	6.4	6.1
New York[3]	5.4	4.2	6.2	5.0
Albany-Schenectady-Troy	(1)	3.3	5.0	4.4
Binghamton	(1)	3.5	5.6	4.1
Buffalo	(1)	4.7	7.0	6.2
Elmira	(1)	3.4	6.2	4.6
Glens Falls	(1)	5.1	6.9	(4)
Nassau-Suffolk	(1)	2.6	3.7	3.4
New York	(1)	4.6	6.7	5.0
New York City[3]	6.2	5.0	7.4	5.3
Orange County	(1)	3.2	4.9	4.5
Poughkeepsie	(1)	2.6	3.4	3.0
Rochester	(1)	3.6	5.5	4.5
Syracuse	(1)	5.1	7.4	7.0
Utica-Rome	(1)	4.8	7.7	6.3
North Carolina[3]	4.8	4.2	5.2	5.1
Asheville	(1)	3.7	5.6	5.1
Charlotte-Gastonia-Rock Hill[2]	(1)	3.3	4.0	3.8
Greensboro-Winston Salem-High Point	(1)	3.2	3.9	4.1
Raleigh-Durham	(1)	2.9	3.3	3.6
North Dakota	6.5	5.0	7.6	7.0
Bismarck	(1)	5.1	7.7	7.4
Fargo-Moorhead[2]	(1)	4.0	4.9	4.4
Grand Forks	(1)	3.8	4.7	5.1
Ohio[3]	7.9	6.1	8.7	7.1
Akron	(1)	6.2	8.8	7.7
Canton	(1)	6.8	10.6	(4)
Cincinnati[2]	(1)	(1)	(1)	(1)
Cleveland	(1)	5.4	7.5	6.3
Columbus	(1)	4.9	6.3	5.7
Dayton-Springfield	(1)	5.1	6.7	6.0
Toledo	(1)	6.3	8.8	6.6
Youngstown-Warren	(1)	7.9	11.7	9.0

TABLE G-8.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS (PERCENT)—Continued

State and area	December		January	
	1986	1987	1987	1988p
Oklahoma	8.1	6.0	8.6	7.3
Enid	(1)	5.4	8.7	6.3
Lawton	(1)	4.5	5.1	5.3
Oklahoma City	(1)	4.9	6.6	6.1
Tulsa	(1)	6.9	9.2	8.0
Oregon	7.8	5.9	8.7	7.1
Eugene-Springfield	(1)	5.7	7.6	6.5
Portland	(1)	4.7	7.0	5.7
Salem	(1)	6.4	9.1	7.6
Pennsylvania [3]	4.7	5.1	6.5	6.2
Allentown-Bethlehem [2]	(1)	5.0	5.8	5.7
Altoona	(1)	7.6	8.7	8.6
Beaver County	(1)	8.8	10.9	10.4
Erie	(1)	6.4	8.4	7.5
Harrisburg-Lebanon-Carlisle	(1)	3.5	4.9	4.8
Johnstown	(1)	8.2	10.1	9.8
Lancaster	(1)	3.5	4.0	4.4
Philadelphia [2]	(1)	3.8	4.7	4.6
Pittsburgh	(1)	6.0	7.8	7.4
Reading	(1)	4.1	5.6	5.1
Scranton-Wilkes-Barre	(1)	6.4	8.3	7.5
Sharon	(1)	5.6	9.1	(4)
State College	(1)	5.6	6.1	(4)
Williamsport	(1)	5.4	7.2	7.2
York	(1)	3.8	5.4	5.4
Rhode Island	4.0	3.5	4.4	4.0
Pawtucket-Woonsocket-Attleboro [2]	(1)	4.0	5.3	4.8
Providence	(1)	3.4	4.2	3.8
South Carolina	6.1	5.1	6.3	6.1
Charleston	(1)	4.3	5.2	4.8
Columbia	(1)	3.6	4.0	4.1
Greenville-Spartanburg	(1)	3.8	4.9	4.6
South Dakota	5.0	4.8	5.6	4.7
Rapid City	(1)	4.8	6.0	(4)
Sioux Falls	(1)	5.2	4.7	5.2
Tennessee	7.5	6.2	8.1	6.9
Chattanooga [2]	(1)	5.0	6.6	6.1
Johnson City-Kingsport-Bristol [2]	(1)	6.2	7.4	(1)
Knoxville	(1)	6.2	8.6	6.9

TABLE G-8.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS (PERCENT)—Continued

State and area	December		January	
	1986	1987	1987	1988[p]
Memphis LMA [2]	(1)	5.5	6.8	5.7
Nashville	(1)	4.6	4.9	4.9
Texas [3]	8.7	6.8	9.8	8.4
Abilene	(1)	6.3	10.3	7.5
Amarillo	(1)	5.0	7.2	6.7
Austin	(1)	5.5	6.9	7.0
Beaumont-Port Arthur	(1)	9.8	14.3	12.1
Brazoria	(1)	7.7	11.6	9.6
Brownsville-Harlingen	(1)	12.7	16.7	17.0
Bryan-College Station	(1)	4.1	7.0	5.4
Corpus Christi	(1)	9.2	13.6	11.1
Dallas	(1)	5.1	6.7	6.4
El Paso	(1)	9.4	11.6	11.3
Fort Worth-Arlington	(1)	5.6	7.7	7.0
Galveston-Texas City	(1)	8.8	11.4	11.0
Houston	(1)	6.7	11.0	8.0
Kileen-Temple	(1)	6.6	8.4	8.2
Laredo	(1)	13.7	19.0	14.0
Longview-Marshall	(1)	8.4	12.7	10.3
Lubbock	(1)	5.1	6.9	6.0
McAllen-Edinburg-Mission	(1)	16.5	21.4	19.6
Midland	(1)	6.1	11.5	7.6
Odessa	(1)	6.8	16.4	(4)
San Angelo	(1)	5.3	7.5	6.3
San Antonio	(1)	6.7	8.6	8.3
Sherman-Denison	(1)	6.6	8.8	7.6
Texarkana [2]	(1)	7.3	9.4	8.5
Tyler	(1)	6.8	9.8	(4)
Victoria	(1)	6.8	11.0	(4)
Waco	(1)	7.2	8.7	9.0
Wichita Falls	(1)	6.3	9.4	7.6
Utah	6.3	5.9	7.3	6.7
Provo-Orem	(1)	5.4	8.9	6.4
Salt Lake City-Ogden	(1)	5.6	6.3	6.3
Vermont	4.4	3.7	4.9	4.1
Burlington	(1)	2.4	3.6	2.7
Virginia	4.5	4.0	4.8	4.2
Charlottesville	(1)	2.5	3.5	(1)
Danville	(1)	6.8	7.6	(1)
Lynchburg	(1)	5.1	5.1	(1)
Norfolk-Virginia Beach-Newport News	(1)	4.5	5.0	(1)
Richmond-Petersburg	(1)	3.7	4.0	(1)

TABLE G-8.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS (PERCENT)—Continued

State and area	December 1986	December 1987	January 1987	January 1988p
Roanoke	(1)	4.2	4.6	(1)
Washington	8.4	7.9	8.9	8.2
Seattle	(1)	6.0	6.5	6.0
West Virginia	11.7	10.0	13.8	13.8
Charleston	(1)	8.1	10.6	(1)
Huntington-Ashland [2]	(1)	9.5	12.7	(1)
Parkersburg-Marietta [2]	(1)	7.3	12.1	(1)
Wheeling [2]	(1)	8.4	11.7	(1)
Wisconsin	7.2	6.0	8.1	7.0
Appleton-Oshkosh-Neenah	(1)	5.5	8.0	6.5
Eau Claire	(1)	6.4	8.3	7.5
Green Bay	(1)	5.9	7.8	7.0
Janesville-Beloit	(1)	6.6	8.9	7.4
Kenosha	(1)	6.1	9.8	6.9
La Crosse	(1)	4.9	6.6	5.9
Madison	(1)	3.6	4.9	4.6
Milwaukee	(1)	5.1	6.4	5.6
Racine	(1)	6.2	8.5	6.9
Sheboygan	(1)	4.6	6.0	(4)
Wausau	(1)	6.3	9.9	8.4
Wyoming	10.5	7.6	12.3	8.9

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[1] Data not available.

[2] Includes interstate portion of area located in adjacent State.

[3] Data are obtained directly from the Current Population Survey. (See "Explanatory Notes" for State and Area Labor Force Data in Employment and Earnings, Monthly.)

[4] Publication suspended. See note on page 1.

[5] Data for Wichita now incorporate Harvey County.

p = preliminary.

Note.—Data refer to place of residence. Estimates for 1987 have been benchmarked to 1987 Current Population Survey annual averages and may differ from data published earlier. Except in the 11 States and 2 areas designated by footnote 3, estimates for 1988 are provisional and will be revised when new benchmark information becomes available.

Source: Bureau of Labor Statistics, Department of Labor.

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